

**U.S.-MEXICO PARTNERSHIP
FOR
MUNICIPAL DEVELOPMENT
EXTENSION PERIOD (PHASE II)**

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U.S. – Mexico Partnership for Municipal Development Phase II

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I. Introduction

The U.S.–Mexico Partnership for Municipal Development is a Cooperative Agreement between USAID/Mexico and the International City/County Management Association (ICMA). The purpose of the Partnership is to promote enduring democratic institutions and practices in Mexico. The objectives are to increase and enhance the participation of citizens in the local democratic process and to improve the capacity of municipalities to respond to the needs of their constituents.

The Partnership started in October 1997 and after its original three-year term, it obtained a two-year extension (Phase II). This quarterly report describes the activities of the fourteenth quarter of the Partnership (or second quarter of Phase II) and lists activities planned for the next quarter.

ICMA, through the U.S.-Mexico Partnership for Municipal Development Phase II, will focus its activities on supporting the Mexican municipal reform agenda. Phase II of the Partnership seeks to consolidate the work in Jalisco, while replicating the lessons learned and best practices in a series of new municipalities located in the northern, central and southern regions of Mexico. The ultimate goal of this expanded scope of work is to achieve a national impact in promoting enduring democratic institutions at the local level. All the activities will support the implementation of Article 115 reforms and work towards further progress in the facilitation of citizen participation in municipal government affairs.

Under the US-Mexico Partnership for Municipal Development Phase II, ICMA will provide technical assistance and promote mechanisms for citizen participation through five Program activities: (i) the Resource Cities Program (RCP), (ii) Municipal Association Development, (iii) Transparency and Ethics in Democratic Local Government, (iv) Local Government Performance Measurement, and (v) Information Dissemination. In addition, ICMA will provide technical assistance to the Municipality of Chetumal, the Comisión de Agua Potable y Alcantarillado, and the University of Quintana Roo through a unique partnership with Sarasota, FL and the University of Rhode Island to improve the operation of their water quality management systems.

During this period, the Partnership worked with the newly elected officials in Jalisco, particularly with those of the six partner municipalities. The partnership completed all four conference panels scheduled for the state of Jalisco. Additionally, the partnership visited Campeche and San Luis Potosi with delegations of financial and public works (public services) experts. These two states are target sites for the development of new RCP partnerships.

The Partnership started a relationship with the municipality of Texcoco in the State of Mexico. The new mayor and his staff are very interested in working with the partnership. Their participation in the RCP is being recommended.

The Partnership requested that all the new mayors in the partner municipalities confirm their interest in continuing to participate and comply with a new requirement: the

municipality must create a citizen advisory committee to follow up with the partnership's work. A general guideline of the functions and operating procedures were given. Five of the partner municipalities responded positively, only the municipality of Ocotlan failed to respond. Therefore, the Partnership began the search for a substitute. It has been recommended that the municipality of Cuquio be added to the work of the Partnership.

The Partnership helped to partially finance the participation of representatives from AMMAC's membership to the ICMA Hispanic Network conference. Over 20 Mexican municipal officials, including three mayors, attended the conference in San Antonio, Texas. The Conference put together special sessions in Spanish for the Mexican and a few other Latin-American participants.

The RA attended the annual meeting for AALMAC where he spoke about the importance of municipal associations. At the meeting, the new board of directors was elected. The RA also met with the president of FENAMM and its executive director to discuss how the Partnership could work with FENAMM. Although this issue has been discussed in the past, the current political conditions may favor a greater FENAMM interest in the type of support that the Partnership can offer.

Staff of the national committee of the National Action Party (PAN) approached the Partnership to ask for the Partnership's participation in their upcoming mayors' meeting in late April. The RA agreed to participate in the session about ethics. The Partnership will conduct a one and half hour session on ethics and discuss several ICMA-adapted ethics cases. The session is being tailored from a similar session performed during the ethics conference last year in Guadalajara which was co-sponsored by the Partnership and the Government of the State of Jalisco.

On behalf of the Municipality of Cuquio, Jalisco, ACCEDDES requested that the Partnership develop a code of ethics for the municipal officials. The RA met with most of the municipal officials, several council members and the mayor to discuss their request and present the general ethical principles that govern the conduct of ICMA members. The municipality and ACCEDDES agreed to work on a code of conduct. The partnership will provide guidance to this effort.

The RA had the opportunity to meet with the new executive director of Movimiento Ciudadano por la Democracia (MCD). During the meeting they discussed the Partnership's approach to promoting citizen participation. It was agreed that the Partnership would provide a speaker to address the MCD staff and partners about the subject.

The Municipality of Zapotlanejo has shown interest in continuing to promote the operation of the citizen advisory committees. The new water utility director called a meeting to kick off the citizen committee. The finance committee has not had the opportunity to meet since the new administration started in January; however the new financial director has expressed his commitment to continue to work with the committee.

The Partnership has kept in contact with the group of people who worked in President Fox's transition team in charge of decentralization and fiscal federalism issues. They have been assigned to CEDEMUN (the federal agency for municipal development). The Partnership already attended a number of meetings regarding their plans and the implementation of performance measurement indicators. Oscar Rodriguez, ICMA's Senior Municipal Advisor, was made available to them to discuss performance measurement issues. The RA attended the CEDEMUN forum about municipal strengthening. The RA presented a paper proposing a system to promote continuity of the municipal work force without having to create a large and expensive civil service system, as is currently being proposed by CEDEMUN.

The general auditor for the state of Nayarit approached the Partnership to request assistance on the establishment of a system that would measure performance beyond the traditional audits. Oscar Rodriguez and the RA visited him later to discuss performance measurement and how they could implement a system to help the municipal and state governments guide their efforts. During the visit to Tepic, there was the opportunity to meet with several state representatives.

The partnership moved ahead with its plans to promote a consortium of municipalities for the development of performance indicators. Mr. Oscar Rodriguez, ICMA Senior Municipal Advisor, met with AMMAC staff and a group of interested parties on the subject to define a plan to develop such a consortium. A formal meeting of interested municipalities, consultants, and some private companies will be held in early May.

The Partnership met with AMMAC to develop the content of two courses that will be jointly proposed to ITESM Virtual University. The idea is to promote more practical courses for their distance learning program with greater input from AMMAC and increased ICMA participation. A formal proposal should be presented to ITESM in early May.

The Partnership continued to work with the Comision de Agua Potable y Alcantarilado (CAPA) and the water utility of Sarasota County to coordinate a visit by the CAPA delegation to Sarasota in late April. Additionally, the Partnership keeps close communication with the Coastal Management Program for Quintana Roo.

The Partnership continues to work with the Consejo para el Desarrollo de Sinaloa (CODESIN), the organization in Sinaloa that is interested in developing a program to promote continuity in municipal governments. Similarly, the Partnership made contact with business leaders in Chiapas to promote a program like the one discussed for Sinaloa. The RA is scheduled to visit Chiapas the first week of May to meet with a group of social leaders to further promote the idea.

The Partnership sent a proposal to the group in Sinaloa for the creation of a citizen committee that will be in charge of overseeing the transition process between the current municipal administration and the one that will be elected this year. The Sinaloan group has started to discuss the proposal with three mayors and expect to have the agreement of at least two of them.

The Partnership hired two new staff for its office in Mexico. The additional personnel will assist primarily with the office management and the RCP activities outside Jalisco.

The RA attended a conference in Mexico City about building healthy cities. The conference was well attended. The RA gave a talk about professionalism in local government.

The Partnership used the opportunity of having a Don Gaeddert, City Manager of Larned, KS, in Jalisco as part of one of the conference panel delegations to make a presentation with the RA and Oscar Rodriguez. The talk was part of an event organized by the State of Jalisco aimed at the new mayors and their municipal officials.

ICMA staff working on the Partnership conducted a strategic planning session in Washington, DC during which it became evident that the political environment in Mexico offers a great opportunity to further promote professional management in local government.

As the partnership completes the activities pending from Phase I, three exchange visits under the MEP program were completed when the Mayor of Calvillo, Aguascalientes visited Silver City, New Mexico, the City Manager of Yuma, Arizona visited the mayor of Santiago, Nayarit and the City Manager of Bothell, Washington also visited the administrator of Merida, Yucatan. The Partnership still has 2 exchange visits under the MEP that were scheduled before the end of the original term of the program.

II. Program Activities

1. Resource Cities Program

ICMA, together with US cities, provides technical assistance to cities in Mexico focusing on issues of municipal management, municipal finance, and citizen participation. ICMA and U.S. counterparts are also providing assistance in urban service delivery areas such as water, wastewater, and solid waste management, as appropriate, in addition to addressing pressing municipal concerns with public security and economic development. Lessons learned and best practices will be replicated in other Mexican municipalities through municipal associations and non-governmental organizations (NGOs). Technical sectoral conference panels will be conducted as the mechanism for familiarization with and selection of partner municipalities for the Resource Cities Program (RCP).

1.1 Activities And Accomplishments This Quarter

During this period, the Partnership worked with the newly elected officials in Jalisco, particularly with those in five of the six partner municipalities. The Partnership completed all four conference panels scheduled for the state of Jalisco and a few that were scheduled in other states. The Municipality of Texcoco, Mexico expressed interest in learning about the Program and received a presentation by Oscar Rodriguez on public works management. The Partnership has begun to contact partner cities to obtain confirmation of their interest in further participation in the RCP.

1.1.1 Technical Sectoral Conference Panels

The agenda for all technical sectoral conference panel delegations in Jalisco and the other states is the same. The first day, the delegation visits two municipalities to learn first-hand the operation of the department of their particular expertise. The following three to four days, the conference panels are held in different regions in the state. The conference-panel events have more or less the same agenda, starting with an introduction of all the participants where they are asked to give their current position and their years of experience in municipal government. After the introduction, Oscar Rodriguez, ICMA Senior Municipal Advisor, or the RA, conduct an exercise to identify the groups' main challenges and how they should be prioritized or make a presentation about the priorities found in other conference panels. In all cases when the prioritization exercise is conducted, the groups arrived to the conclusion that their main priorities should be the setting of policies and procedures (including the corresponding documentation process), training and promotion of a better organizational structure. After the exercise, the US City officials give a presentation on how they address the same problems that were discussed during the exercise. The intervention of the US City officials is critical since it is obvious in all cases that their experience is basically the same as that of the group and concluded as the most critical path to improve the quality of municipal services. For the details on each conference panel, please refer to Annex 3.

No conference panels were scheduled for the state of Nuevo Leon, although there was one programmed for the first week of April. Based on the experience of the first conference-panel visit to Nuevo Leon and the ongoing response to the program by the state liaison, the Partnership may recommend the exclusion of Nuevo Leon from the target state list. This will not hinder the possibility of selecting municipalities from Nuevo Leon, but rather that the Partnership will reduce its level of effort in that state.

1.1.2 Texcoco, Mexico Meeting

Mr. Marco Antonio Figueroa, a close associate of the Mayor of Texcoco, Mexico approached the Partnership in early January. On January 31, Mr. Figueroa visited the Partnership's office and requested information about the council-manager form of government. He invited the RA to give a talk to the Texcoco staff. The RA was able to stay in Mexico City on Saturday February 17 to meet with the Texcoco municipal staff. The meeting was attended by most of the department, the director and a significant number of middle managers. As a result of the initial conversation with Mr. Figueroa, Texcoco's mayor created the Office of the Municipal President which was given the task of coordinating all the activities in the different operating departments. Mr. Figueroa has been named to lead that office.

The Partnership also made Oscar Rodriguez available to visit the municipality of Texcoco to talk to the public works staff about public works management. The group that met with Mr. Rodriguez was large and diverse. Among the several dozen staff members who gathered to hear Mr. Rodriguez were representatives from public works, urban planning, legal staff, social services and public communication. The presentation focused on what ICMA had found to be the most critical elements that enable municipalities to build on their successes from one administration to the next: manuals, council ordinances, plans and maps, standard management systems, citizen advisory committees, and public performance reports.

The group seemed interested in what Mr. Rodriguez had to say. The point that sparked the most interest was, however, the suggestion that citizen participation was important for public works to meet the needs of citizens. The representative from the public communications department agreed the most. He said that one of the weak points of the previous administrations was the lack of public outreach; that the present administration was making a concerted point to reverse this. He shared his opinion that increased participation from the citizens, improves the their feelings about the work that is being done for them and improves the municipality's ability to serve them.

Clearly the municipality will be very open to the recommendation of forming citizen advisory committees.

The mayor arrived at the meeting toward the end. After thanking Mr. Rodriguez for coming to Texcoco, he said that his institutional development priorities were public works, administrative systems, and urban planning.

After the meeting, Mr. Rodriguez was invited to observe the changing of the day shift to the night shift for garbage collection and street sweeping. The most significant aspect of the shift exercise was that the department head had to instruct everybody on where to go, what pieces of equipment to use, and how to form different work groups. The experience showed that the municipality could stand to learn modern organizational and management techniques to improve its services. Therefore the Partnership is recommending that Texcoco be one of the municipality candidates to participate in the RCP.

1.1.3 Selection of Municipalities

With all the conference panels completed in Jalisco and near-completion in the other states, the next stage under the RCP program is obtaining confirmation from the Jalisco municipalities of their interest to continue in the program and the selection of the municipalities in the other target states. The Partnership has asked all the Jalisco partner municipalities to confirm if they would like to continue in the program. In addition to the council approval, the Partnership is requesting that all partner municipalities form a citizen advisory board to overlook the work of the municipality in the Program. The purpose of such a committee is to have a body that could assist the municipality in continuing work on the recommendations and suggested actions, even after the Partnership has completed its operations with that municipality. Additionally, such a citizen committee could serve as the bridge between the outgoing and incoming municipal administrations. In order to keep the role of the proposed citizen advisory committee (CAFIM – Comite para el Fortalecimiento Municipal), the Partnership has drafted a general description for the committee. This document is in Annex 4.

The Partnership sent a letter to all partner municipalities requesting confirmation of their interest in continuing with the program. Only the municipality of Ocotlan did not respond to the letter and a follow up call. All other partner municipalities have a council resolution indicating their interest to continue in the program. All the mayors were contacted to learn about their opinion regarding the CAFIM. Interestingly enough, none of them expressed any kind of doubt about implementing the CAFIM. The Partnership will monitor the work leading to the creation of the CAFIM since it is expected that there will be natural resistance to the creation of such a committee. It is very likely that it could be perceived as an alternate Council.

Since the Partnership already foresaw the possibility that some of the partner municipalities could not continue in the program, it started to look for potential new partners. The one that has been suggested is Cuquio, which happens to be the recipient of another AID-sponsored program. The Partnership has noticed that in all the conference panels and the transition courses, the current municipal officials of Cuquio have been present. Additionally, ACCEDDES, the NGO that has assisted the Partnership with the promotion of citizen advisory committees, has been closely working with Cuquio and their working relations will continue. Therefore, the municipality of Cuquio is a natural substitute for Ocotlan. It will provide the Partnership with the opportunity to work with ACCEDDES and thereby increase the number of institutions that could be depositories of the Partnership experiences in Mexico.

The Partnership also requested the US partner cities to confirm their interest to continue collaborating with program. The result of the inquiry was:

City	Definitively Interested to continue	Likely to continue	Has not answered	Can not continue
Avondale			X	
Brea	X			
Bullhead City				X
Chandler			X	
Gilbert	X			
Pinal County	X			
Scottsdale		X		
Tempe	X			
Tolleson	X			
Yuma		X		

1.2 Activities Scheduled For Next Quarter

The Partnership plans to meet with all the mayors of the Jalisco partner municipalities to go over the recommendations given to their municipality in the past, discuss the creation of the CAFIM, and their assessment by the Partnership on its success. These meetings are scheduled for April. After that, the Partnership will start the process of scheduling the visits of US city delegations to Jalisco. Although most of the US cities are immersed in their budget process, the Partnership is hoping to at least complete one delegation visit before the end of the next quarter.

The Partnership will complete the rest of the conference panels in the state of San Luis Potosi and Campeche. Two conference panels are pending for San Luis Potosi, the Community Oriented Policing is scheduled for April 23 to 27, and Water Service is scheduled for May 7 to 11. One conference-panel is pending for Campeche, the Water Service delegation is scheduled for April 16 to 20. The Community Oriented Policing delegation initially programmed for Campeche has been canceled since the plans for transferring the police responsibility from the state to the municipalities has been delayed. The Partnership will monitor the situation regarding the transition of the police responsibility to the municipalities in the state to help support the effort. These actions may occur by the fall of 2001. In any case, the Partnership will request any potential partner municipality in Campeche, like anywhere else, to create the CAFIM.

Of the conference panels scheduled for Nuevo Leon, one is scheduled for the first week of April. The rest were scheduled for later in April and May. As indicated in section 1.1, the Partnership may recommend the exclusion of Nuevo Leon from the target states for the RCP. The decision will be made after the visit of the US cities delegation to Nuevo Leon in early April.

The Partnership will start the process for the selection of potential partner municipalities outside Jalisco. The main focus of this process will be in the states of San Luis Potosi and Campeche. The Partnership will proceed with the idea of inviting the municipality of Texcoco and Monterrey. There also has been suggesting to look into the possibility of considering the Municipality of Naranjos Amatlan, Veracruz for the program, located in the Huasteca (northern) region with a population of 29,049. The new mayor, Eleuteria Soni Trinidad, is working on several significant social, political and economic reforms to the administrative structure which the program could help her implement, such as: citizen participation, public safety, public services, and municipal economic development. The Partnership will look into this case, as well as others that may be suggested by the municipal associations. In any case, the Partnership hopes to have a solid list of candidates by the end of the quarter. Likewise, the Partnership will actively recruit US cities for the program expects to have a complete list by the end of quarter.

2. Municipal Association Development

As part of the Partnership's objective, ICMA will continue (1) to serve as an advocate within the political system for increased local autonomy; (2) to promote professionalism in local government; and (3) to help nurture and support the local level municipal management capacity required by a democratic system. ICMA will continue to provide assistance and training to strengthen the capacity of the three national municipal associations. To the extent that the municipalities in any given state make significant progress in forming an association that is not explicitly tied to a political party, the Partnership will also consider working with such an association.

2.1 Activities and Accomplishments This Quarter

2.1.1 Association Strengthening

ICMA's Hispanic Network held a conference for its members on January 10 to 12 in San Antonio Texas. The Partnership used this opportunity to invite officials from Mexican municipalities through the national associations. Only AMMAC followed up on the invitation. The Partnership offered partial financial support for some of the participants from AMMAC. Over 20 Mexican municipal officials, including three mayors attended the conference. The Conference organized special sessions in Spanish for the Mexicans and a few other Latin American participants. The sessions in Spanish were about performance measurement, community oriented policing and ethics.

The RA attended the annual meeting for AALMAC on March 16 and 17. He gave a talk about the importance of municipal associations. At the meeting the new board of directors was elected. The national president of the Partido de la Revolución Democrática (PRD) attended most of the activities of the first day of the meeting. This is not a very common gesture by a political figure toward any of the national municipal associations.

The RA used the opportunity of being in Mexico City on March 15 to meet with the president of FENAMM and its executive director to discuss how the Partnership can work with FENAMM. The association is preparing a set of panels in several regions of the country. The association's president instructed the executive director to seek ways in which the Partnership and FENAMM could work more closely together. Although this issue has been discussed in the past, the political conditions may favor greater FENAMM interest in the type of support that the Partnership can offer.

The RA continues to monitor the talks between the three associations. Apparently, they have agreed on implementing a couple of events for this year, as a mechanism to get their respective memberships to work together and build rapport. The possibility of having the Partnership and other international programs or agencies as key partners in those events has been reported as an item discussed and agreed to by the participants.

2.1.2 Development of Councils of Government (COG)

The Mayor of Monterrey has reported to the Partnership that the council has agreed to be the coordinating municipality in the Monterrey metropolitan area. The only issue with the agreement is that the "traditional" scheme seems to return since the state government is the central figure in the approved scheme, even though under the new legal framework, the state government does not have to sanction any type of joint actions by municipalities in the state. It is recognized that the state government is a key partner, but perhaps not the central partner. This scheme perpetuates the centralist system.

The Partnership made Oscar Rodriguez available to the Municipality of Guadalajara for one day to try to promote their leadership in the metropolitan area so that they can work more cooperatively with the rest of the municipalities in the area in at least one technical focus. Unfortunately, the political relationships between some of the metropolitan area mayors are not good. Mr. Rodriguez was able to talk to a group of Guadalajara's municipal officials regarding the different structures that are in use in the United States to promote collaboration between local governments.

As planned, the Partnership started to offer assistance to CEDEMUN. The details are described in the performance measurement session.

2.2 Activities Scheduled for next Quarter

The Partnership will continue to coordinate with AMMAC on a number of tasks that are described in more detail in other sections of this report. The areas of cooperation include developing training courses to be delivered through the ITESM Virtual University (distance learning program) and development of performance indicators for Mexican municipalities. The Partnership has suggested that the person responsible for the AMMAC events should visit ICMA to learn how the association organizes its annual conference. The Partnership will also seek the involvement of the other associations if such a learning program is realized.

The Partnership will keep close contact with FENAMM to follow up on the expression of interest to work together by the association's president. It is also expected that AALMAC could have a greater level of activity after the renewal of its membership. The Partnership will be ready to respond to their request for assistance.

The Partnership will increase its involvement with Monterrey regarding their plans to promote an association with neighboring municipalities for the joint provision of services. Likewise, the Partnership will seek this opportunity to assist the municipalities in the Guadalajara metropolitan area if they want to cooperate to provide some of the services. The Partnership will work to have another metropolitan area in which the municipalities could join to create an entity to provide municipal services.

3. Ethics and Transparency in Democratic Local Government

Professional ethics is a topic that has gained interest within government circles in recent years. Given the absence of any accepted or recognized codes of conduct or ethics, there is an urgent need to promote agreed-upon codes. Under the work plan of President Fox, a clear effort is going to be made to promote anti-corruption efforts such as transparency and policy enforcement, especially with regards to the way public officials conduct business.

3.1 Activities and Accomplishments This Quarter

The RA had the opportunity to talk with Lic. Eduardo Romero, undersecretary of SECODAM (the general auditing office of the Mexican Government executive branch). The RA discussed with Mr. Romero the Partnership's ongoing activities to promote more ethical behavior by municipal officials. Mr. Romero explained the overall details of President Fox's administration efforts to fight corruption. They are interested in cases that have to do with federal agencies. ICMA offered SECODOM its experience regarding the behavior of public officials.

The National Action Party (PAN) will be holding a meeting for all the Mexican mayors that ran under its ticket. The meeting agenda includes a significant portion on anti-corruption issues. President Fox is expected to attend to kick off the meeting in late April. The Meeting will be held in Queretaro. The Partnership has been asked to participate in the first item of the agenda after President Fox's participation. The idea is for the Partnership to hold a session about ethical behavior by public officials. The RA will start the session with a short presentation about ICMA's experience regarding ethical behavior and some of the key points that are considered to be effective ways fight corruption. The rest of the session is being developed following a similar session performed during the ethic conference co-sponsored by the Partnership and the State Government of Jalisco last year in Guadalajara, where the participants were asked to break into groups to discuss ICMA-adapted cases. It is expected that over 200 mayors will attend the conference.

3.1.1 Citizen Committees

The municipality of Zapotlanejo has shown interest in continuing with the citizen advisory committees. The new water utility director called a meeting on February 12 to kick off the committee. Six invitees attended the meeting. They showed significant interest in participating in the advisory committee. The financial committee has not met under the new administration, however the new financial director has expressed his commitment to continue to work with the committee. The Quarterly Report by ACCEDDES is presented in Annex 5.

ACCEDDES requested the Partnership's assistance on behalf of the Municipality of Cuquio, Jalisco to develop a code of ethics for the municipal officials. The RA met on March 28 with most of the municipal officials, several council members and the mayor to discuss their request and present the general ethical principles that govern the conduct of ICMA members. The municipality and ACCEDDES agreed to work on a code of conduct. The Partnership will provide guidance to this effort.

The Partnership continues to work with CODESIN, the organization in Sinaloa that is interested in developing a program to promote continuity between municipal administrations. Likewise, the Partnership made contact with business leaders in Chiapas to promote a program like the one discussed for Sinaloa. The RA is scheduled to visit Chiapas the first week of May to meet with a group of social leaders to further promote the idea.

The Partnership sent a proposal to the group in Sinaloa for the creation of a citizen committee (CATAM – Comité de Apoyo a la Transición en la Administracion Municipal) that will be in charge of overseeing the transition process between the current municipal administration and the one elected this year. The Sinaloan group has started to discuss the proposal with three mayors and expects to have the agreement of at least two of them. A copy of the proposed citizen committee is presented in annex D.

The RA was able to make contact with two groups of business leaders in Chiapas that are interested in finding ways to promote more democratic and efficient local government. The main contact for the Partnership in Chiapas is Jose Pariente, a businessman from Tuxtla Gutierrez.

The RA had the opportunity to meet with the new executive director of Movimiento Ciudadano por la Democracia (MCD) on March 31. During the meeting their discussed the Partnership approach to promoting citizen participation. It was agreed that the Partnership would provide someone to talk to MCD staff and partners about the subject.

3.1.2 Promotion of Citizen Involvement in Local Government affairs (Sub-grant)

The RA met with Vicente Arredondo, former executive director of Fundación DEMOS, who has been active with NGOs involved with citizen participation. Mr. Arredondo was asked to suggest NGOs that could be good recipient of a grant to promote citizen participation. Mr. Arredondo indicated that he will give the Partnership the requested

feedback, however, he has not delivered. Mr. Arredondo is now head of one of the biggest social programs in the federal government.

The Partnership continues to search for a worthwhile NGO to be the recipient of the grant to promote citizen participation, since Vertebra has eliminated itself from the list after failing to present a proposal.

3.2 Activities Scheduled for next Quarter

The RA has scheduled one activity to promote ethical behavior at the general meeting of the PAN mayors in Queretaro on April 27. The RA may also participate in a workshop with MCD to present ICMA's approach to citizen involvement and present the citizen committee's program that has been implemented with assistance from ACCEDDES. There is not a scheduled date, but it is likely to be during this quarter.

The partnership will make every effort to ensure that all the RCP partner municipalities implement the CAFIM. The main focus on the creation of the CAFIM will be concentrated in Jalisco; although it is likely that the program in Sinaloa and Chiapas will be started this quarter as well. The RA has a trip scheduled for early May to visit Chiapas to meet with local officials and social groups.

4. Local Government Performance Measurement

Performance measurement is one of the most important ways that the Partnership can assist municipalities in Mexico to introduce a results-oriented administration. Presently, there is no practical way to follow the progress of a particular municipality or compare the performance between different municipalities. Policy-makers, like the general public, are unable to distinguish high performers from low ones. The Partnership will work with a number of municipalities in Mexico to implement performance measurement indicators that will be tied to citizen committees as a way to assure that the process will continue once the Partnership's work ends.

4.1 Activities and Accomplishments This Quarter

As part of the Partnership's interest to assist President Fox's decentralization efforts, the RA has maintained contact with the group of people who worked in President Fox's transition team in charge of issues relating to decentralization and fiscal federalism. They have been assigned to the Centro Nacional de Desarrollo Municipal (CEDEMUN, the federal agency for municipal development). The RA attended a meeting with CEDEMUN on January 9 where their main plans were presented. On March 20, the Partnership sponsored the participation of Oscar Rodriguez in a meeting to discuss performance measurements. Mr. Rodriguez gave a presentation about how performance measurement techniques can be used to assess the impact of government programs that are traditionally considered as non-quantifiable. The RA attended the CEDEMUN forum about municipal strengthening on March 27 in Guadalajara. The RA presented a paper proposing a system to promote continuity of the municipal work force without having to create a large and expensive civil

service system, as is currently being proposed by the Fox Administration. The proposal is presented in Annex E.

Mr. Marco Antonio Olmedo, general auditor for the State of Nayarit, visited the Partnership offices on January 18. He requested assistance on the establishment of a system that would measure performance beyond the traditional audits. The RA and Oscar Rodriguez visited him in Tepic on February 8. The purpose of the visit was to discuss performance measurement techniques and describe how a system of certification could facilitate the auditing function at the same time that it could make their tasks more transparent. During the visit to Tepic, there was the opportunity to meet with several state representatives.

The general auditor for the State of Campeche is also interested in finding better ways to measure the performance of the municipalities while lessening the reporting burden. The RA met with the general state auditor, Mr. Tirso de la Gala, on March 29.

4.1.1 Basic Training

The activities regarding basic training are scheduled to begin during the fourth quarter of the extension period. However, the Partnership invited the State of Jalisco, and in particular the office for municipal development, to serve as the host institution for a training session about performance measurement on March 22 or 23. The reason for those specific dates was to take advantage of the presence of Mr. Rodriguez in Guadalajara. Unfortunately, the changes in the state team due to the change of governor on March 1, affected the ability of the department for municipal development to organize the session.

4.1.2 Development of a pilot public-private consortium for measuring and comparing performance of local governments nationally

The partnership moved ahead with its plans to promote a consortium of municipalities for the development of performance indicators. The original plan for the creation of a consortium with AMMAC was delayed when the person coordinating the efforts left AMMAC to work for President Fox's administration. However, the Partnership has continued to work with AMMAC to move ahead with the consortium plans. Oscar Rodriguez met with AMMAC staff on March 19. Later in the month, March 30, he met with a group of interested parties to consolidate the plan to develop such a consortium. A formal meeting of interested municipalities, consultants and some private companies will be held in early May.

4.1.3 Case model implementation

The tasks for the model implementation are expected to start during the fourth quarter of the extension period.

4.2 Activities Scheduled for next Quarter

The Partnership will continue to be available to respond to requests from CEDEMUN, and to its best ability, within the limit of the partnership resources, collaborate with them in those areas where the Partnership already has scheduled activities. One activity in which it is likely that the Partnership will be able to assist CEDEMUN is in their performance measurement initiative. The Partnership is expecting a document by CEDEMUN where they will report their plans on this issue.

Additionally, the Partnership will move ahead with its support to AMMAC and associates to develop a consortium for municipal performance indicators. The consortium will be kicked off at a meeting in Monterrey on May 11.

The Partnership will continue the contact with the general state auditors in Nayarit and Campeche to explore the possibility of assisting them in implementing a system that involves performance indicators and certification. This system could be a way to increase the effectiveness of the auditing system and reduce the reporting burden under the current auditing system. Oscar Rodriguez will prepare a document that summarizes the proposed system. The document will be given to the Campeche and Nayarit auditors. The document may be shared with other state auditors as well.

5. Information Dissemination

The dissemination of good practices represents one of the fundamental objectives of the Program. The Partnership's work involves the development of a set of good practices or examples. The Partnership will work with government agencies (either state or federal), municipal associations, universities, and NGOs to expand its distribution network for the experiences being developed as part of the Partnership activities.

5.1 Activities and Accomplishments This Quarter

5.1.1 Sharing good practices experiences

Through the conference panels of the RCP, the Partnership has been able to reach a significant number of municipalities in the program target states. The Jalisco experience has been the core of the presentation given to the participants.

The Partnership has hired one person who will be responsible to document and develop the reports of good practices generated directly or indirectly by the Partnership activities.

The Good Practices Report developed by CESEM has been distributed during a number of events.

5.1.2 Distance learning programs

Mr. Rodriguez met with AMMAC staff on March 19 to develop the content of two courses that will be jointly proposed to ITESM Virtual University. The idea is to promote more practical courses for their distance learning program with greater input from AMMAC and stronger ICMA participation. A formal proposal will be presented to ITESM in early May.

5.2 Activities Scheduled for next Quarter

The Partnership will continue to develop the document that compiles the experience in Mexico, paying special attention to successful cases that could be worth circulating as a separate publication.

The Partnership expects to formally present the Good Practices Report that was developed by CESEM in June in Leon, Guanajuato as part of an event being organized by that municipality on the theme of citizen participation.

The formal proposal being developed by the Partnership and AMMAC will be presented to ITESM virtual university in early May. In that meeting, it is expected that an agreement be reached about how we can work together and define dates for the development of the proposed training courses.

6. Chetumal

ICMA continues the work it started with Sarasota and the University of Rhode Island regarding the Bay of Chetumal. The project involves sharing the technical skills and experience of the staff in Sarasota with the administrators in Chetumal in the hope of improving the operation of their water quality management systems, which include potable water, wastewater and storm drainage systems. In essence, improving the quality of the water in the Bay of Chetumal.

The work plan that will guide this effort was developed in consensus with representatives from Sarasota County, Sarasota Bay National Estuary Program, Municipality of Chetumal, *Comisión de Agua Potable y Alcantarillado* (CAPA), the University of Quintana Roo, and local environmental groups.

6.1 Activities and Accomplishments This Quarter

The Partnership continued to work with CAPA and the water utility of Sarasota County to coordinate a visit by the CAPA delegation to Sarasota in late April. Additionally, the Partnership keeps close communication with the Coastal Management Program for Quintana Roo.

It was agreed with the Coastal Management program that it would be in the best interest of the objectives of the assistance program to split the Chetumal technical delegation. The first delegation with technical personnel from CAPA will visit Sarasota to look at the

operation and maintenance issues of the water system. A second delegation with personnel from the municipality and Quintana Roo University will visit Sarasota to look at the storm water system and other infrastructure developed to mitigate and eliminate the environmental impact of the urban growth in the Sarasota Bay.

6.2 Activities Scheduled for next Quarter

A CAPA delegation will visit Sarasota during the last week of April. Three officials from Chetumal water utility will be given a technical tour of the water distribution, wastewater collection and treatment operations systems. The Partnership will program a second Chetumal delegation to Sarasota for later in the summer as is mentioned above.

7. Other ICMA Activities in Mexico

The Partnership hired two new staff for its office in Mexico. The additional personnel will help with the office management and the RCP activities outside Jalisco primarily, as well as, work on the documentation of the Partnership's experiences.

The RA attended a conference in Mexico City about building healthy cities. The conference was well attended. The RA gave a talk about professionalism in local government.

The Partnership used the opportunity of having Don Gaddert, City Manager of Larned, KS, in Jalisco as part of one of the conference panel delegation to make a joint presentation with the RA and Oscar Rodriguez on February 2. The talk was part of an event organized by the state of Jalisco aimed at the new mayors and their municipal officials.

ICMA staff working on the Partnership conducted a strategic planning session on March 8 and 9. From the exercise, it became clear that the political environment in Mexico offers a great opportunity to further promote professional management in local government.

As the partnership completes the activities pending from Phase I, three exchange visits under the MEP program were completed. Mr. Jim Thompson, City Manager of Bothell WA, returned the visit of the administrator of Merida Yucatan from January 6 to 12. Mr. Thompson had the opportunity of visiting all of Merida's departments. He gave the Municipality of Merida a good review on its management. Mr. Thompson left copies of the City of Bothell's purchasing manual and some sample Request for Proposals and Request of Qualifications. In general, Mr. Thompson reports that there are a few instances in which Merida can increase its efficiency and citizen involvement. For instance, Mr. Thompson made the commitment to supply information regarding public works, in particular automated street sweeping equipment, automated sanitation collection equipment, storm/sewer design and process, sewer system design, as well as treatment facilities. Based on Mr. Thompson's appreciation and the Partnership experience with Merida, it has been decided that Oscar Rodriguez will travel to Merida for a week to document their

experience, so it can be shared with other municipalities in Mexico and other Latin American countries. His trip is scheduled for the middle of May.

Mr. Francisco Flores, Mayor of Calvillo, Aguascalientes visited Silver City, NM from January 15 to 19. Mr. Flores reports that he was able to see first hand how Silver City has a non-complex structure that allows quick turn around, as well as management systems that are clear and transparent to the citizenry. He points out that the operation is agile, with an operational manual and clear policies. He returned with a number of ideas on how to improve his management, including the creation of a fire department, improvements for their water utility operation and promotion of citizen participation.

Ms Joyce Wilson, City Manager of Yuma, AZ visited the Mayor of Santiago, Nayarit from January 15 to 19. During her visit to Santiago, Ms. Wilson had the opportunity to review the work of all the departments in the municipality. Also during her time in Santiago, there was a public protest at city hall by a small group of citizens. Ms. Wilson reported that good relationships were developed as part of the exchange.

The Partnership still has 2 exchange visits under the MEP that were scheduled before the end of the original term of the program. Both pending trips are return visits. The City Manager of Silver City, NM is scheduled to travel to Calvillo, Aguascalientes from April 22 to 28. The City of Manager of Dallas, TX was scheduled to visit Monterrey in March, but had to postpone the date. It looks like the visit could be postponed until the Fall, therefore, the Partnership will explore the possibility of having some other city official visit Monterrey, specifically a manager directly involved in the budget process.

Annex 1: Key Mexican Counterparts

Key Mexican Counterparts

Carlos Gadsden	Vocal Ejecutivo, CEDEMUN	5273-9457, 5 273-9498
Presidente Municipal	Ocotlan	(392) 2-5311/1053/1354 (392) 2-5430 fax
Francisco Torres Marmolejos Presidente Municipal	Lagos de Moreno	(474) 2-0558/0035/1462 (474) 2-3994 fax
Presidente Municipal	San Juan de los Lagos	(378) 5-1456/0731 (378) 5-0001 fax
Presidente Municipal	Sayula	(342) 2-0693/0363 (342) 2-0109 fax
Luis Carlos Yaguer Presidente Municipal	Zapotlan el Grande	(341) 3-5313/5311/5951 (341) 3-5694 fax
Jose Luis Cardona Presidente Municipal	Zapotlanejo	(373) 4-0896/0971/0332 (373) 4-1099 fax
	Director de Desarrollo Municipal, Gobierno de Jalisco	(3) 668-1823 Ext. 4489 fax
Heidi Storsberg Montes	Fundación Konrad- Adenauer	(5) 520-1520 (5) 520-1488 fax
Sergio Arredondo Olvera Director Ejecutivo	Federación de Municipios de México, A.C. (FENAMM)	(5) 524-3599 (5) 524-7174 fax
José Octavio Acosta Arévalo Director Capacitacion y Desarrollo Instucional	CEDEMUN	5273-2862
Miguel Bazdresch	ITESO	
José Oscar Vega Marín Director Ejecutivo	Asociación de Municipios de México, A.C. (AMMAC)	(5) 687-3898, 9939 (5) 687-9947
Alicia Zicardi	Instituto de Investigaciones – UNAM	(5) 622-7400 ext 300
Leticia Santin del Rio Coordinadora General, Innovaciones en Gobiernos Locales	Centro de Investigacion y Docencia Economicas, A.C. (CIDE)	(5) 727-9800 (5) 727-9871, 73 fax
Juan Pablo Guerrero Amparan Director, Administracion Publica	Centro de Investigacion y Docencia Economicas, A.C. (CIDE)	(5) 727-9800 (5) 727-9871, 73 fax
Maria Luisa Herrasti Director Ejecutivo	Centro de Servicios Municipales "Heriberto Jara" (CESEM)	(5) 687-6758 (5) 687-6010
Lic. Alvaro Castillo SubDirector Desarrollo Mun.	Gobierno de Campeche	(981) 1-2746, 1-1561 (981) 6-4598 fax
Jose Gabriel Rosillo	Centro de Desarrollo Mun.,	(4) 812-8398/814-7804

Vocal Ejecutivo	Gob. de San Luis Potosi	(4) 814-2839 fax
Directora General	Fortalecimiento Municipal Gobierno de Guanajuato	(4) 731-1261/ 731-1316
Lic. Heriberto Huicohea Coordinador General	Coordinación General de Fortalecimiento Municipal, Gobierno de Guerrero	(747) 1-0085 (747) 1-0082
Lic. Francisco Saenz Coordinador General	Coordinacion Estatal de Desarrollo Municipal, Gobierno de Queretaro	(4) 216-8108, 216-7657 (4) 216-7657 fax
Lic. Guadalupe Pabello Vocal Ejecutivo	Centro Estatal de Desarrollo Mun., Gob. de Veracruz	(28) 12-2240, 12-2242 (28) 12-2242
David Mendoza	Desarrollo Municipal, Gobierno de Nuevo Leon	(8) 150-6953, 150-6900 ext. 6943
Manuel Boone Gomez Director General	Asuntos Municipales, Gobierno de Coahuila	(84) 11-8513 (84) 14-2662
Ing. Rusbel Arceo	Sistema Chetumal, CAPA Quintana Roo	(983) 2-1571

Annex 2: List of Deliverables

List of Deliverables

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report I, October 1, 1997 - December 31, 1997.

Rodríguez, Oscar, Octavio Chavéz, and Frank Ohnesorgen, Jalisco Cities Assessment Report: ICMA's International Resource Cities Program, February 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report II, January 1, 1998 - March 31, 1998.

ICMA, Draft Local Government Capacity Milestone Index, June 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report III, April 1, 1998 – June 30, 1998.

ICMA, Resource Cities Program: Technical Assistance Needs Assessment, Arizona Cities Visit to Jalisco, June 1 - August 7, 1998.

ICMA, Local Government Capacity Milestone Index, September 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report IV, July 1, 1998 – September 30, 1998.

CESEM, Buenas Prácticas de Gobierno Municipal, primer reporte de sistematización, agosto 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report V, October 1, 1998 – December 31, 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report VI, January 1, 1999 – March 31, 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report VII, April 1, 1999 – June 30, 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report VIII, July 1, 1999 – September 30, 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report IX, October 1, 1999 – December 31 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report X January 1, 1999 – March 31 2000

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report XI April 1, 2000 – June 30, 2000.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report XII, July 1, 2000 – September 30, 2000.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report XIII, October 1, 2000 – December 31, 2000.

Annex 3: Conference Panel Brief

Conference Panel Brief

The agenda for all conference panel delegations in Jalisco and the other states is the same. The first day, the delegation visits two municipalities to learn first-hand the operation of the department of their particular expertise. The following three to four days, the conference panels are held in different regions in the state. The conference-panel events have more or less the same agenda, starting with an introduction of all the participants where they are asked to give their current position and their years of experience in municipal government. After the introduction, Oscar Rodriguez, ICMA Senior Municipal Advisor, or the RA, conduct an exercise to identify the groups' main challenges and how they should be prioritized or make a presentation about the priorities found in other conference panels. In all cases when the prioritization exercise is conducted, the groups arrived to the conclusion that their main priorities should be the setting of policies and procedures (including the corresponding documentation process), training and promotion of a better organizational structure. After the exercise, the US City officials give a presentation on how they address the same problems that were discussed during the exercise. The intervention of the US City officials is critical since it is obvious in all cases that their experience is basically the same as that of the group and concluded as the most critical path to improve the quality of municipal services.

January 22 to 26, Finance Conference-Panel, Jalisco

Mr. Oscar Rodriguez and the RA accompanied Yolanda Bracamonte, Finance Director for Queen Creek, AZ, and Doug Sandsorm, Budget Director for Surprise, AZ, on a tour of the Jalisco municipalities. The municipalities visited on the first day were Sayula and Zapotlan el Grande. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Sayula	12	3	1
Zapotlanejo	38	4	1
Lagos de Moreno	6	2	
La Barca	3	2	1

The Conference-panel structure was set up with the intent of sharing with the local finance staff how municipal budgeting and financial management is organized in the US. Sayula was visited in order to learn about the concerns and issues that most preoccupied the local staff. La Barca, although not one of the partner municipalities, was selected because it offered a more strategic location for cities in the Lake Chapala region to attend, beside the fact that Ocotlan, the partner municipality of that region did not show interest in hosting the event.

The panel learned in Sayula that the main concerns were the lack of written procedures, manuals, and job descriptions. This concern was echoed in each session the rest of the week.

The sessions were organized as interactive panel discussions. Mr. Rodriguez talked about the importance of viewing financial management as the implementation and operation of systems, instead of a confluence of separate events and problems. He emphasized that three years will pass sooner than it might seem, and that there was a great need to establish a system to leave behind for the next administration to continue building upon.

Mr. Sandstrom began by presenting a review of the budget process in his city. He explained that it is a never ending task, starting every year in the fall with estimates and wish lists and ending in the summer with the conversion of the approved budget into the city's accounting system. He made clear that citizen participation is a critical piece of the budget process. He said that one of the reasons that citizens pay their taxes and cooperate with their local government is because they feel involved in the spending priorities it follows. The budget process is made open and inclusive precisely to protect this relationship with the public. Even after the budget is approved, the budget is printed and made available to anybody who asks for a copy of it, and the city provides monthly reports on the performance of the budget which are also made available to the public.

Ms. Bracamonte shared her experience as the only finance staff person in her city. She outlined the different systems she is responsible for as the finance director for her city: budget, accounting, purchasing, and collections and cash management. She told the audience that she can tell when a particular finance policy is not understood or supported in the community, when many people go to her office to ask questions and the city has trouble maintaining compliance. She explained that the only way to manage this was to build in public communication and citizen participation into all of the management systems.

All of the sessions were well attended. The audience in each, while not always interactive, demonstrated an interest in the concepts and tips that were presented. The smallest audience came together in La Barca. Of the most outstanding exchanges that took place in that session and (for that matter, the entire week) was when the mayor of Poncitlán said that he liked the concepts that were presented, but that he doubted they would work in his community. He explained that it takes a certain level of maturity on the part of the citizenry for modern financial management to work, especially with regard to citizen participation. He felt that the budget is a strategic piece of knowledge that can be abused. His political opponents can use it to say he is doing a bad job. The general public can be misled into thinking that they have to press harder for him to share it in ways that may not agree with standard management techniques.

January 29- Feb 2, Waterworks panel, Jalisco

Mr. Oscar Rodriguez and the RA accompanied Don Gaeddert, City Manager for Larned, KS, and Eduardo Alvarez, Director of Water Utilities for Buckeye, AZ , on their tour of the Jalisco municipalities. The municipalities visited on the first day were San Juan de los

Lagos and Lagos de Moreno. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Lagos de Moreno	7	4	
La Barca	10	7	
Zapotlan el Grande	9	6	
Zapotlanejo	17	9	

The Conference-panel structure was set up with the purpose of sharing with the Mexican water utilities staff how cities in the US operate their water utilities.

Mr. Rodriguez talked about the factors that ICMA have made significant improvement in the institutional development of a municipality. He pointed out that manuals, ordinances, maps and plans, management systems, citizen committees and public reports are the things that seemed to matter the most when a municipality transitioned from one administration to the next. He explained that these six mechanisms help determine if a municipality will continue building on what was learned and achieved in the previous administration or start over again from the bottom. He gave the group a demonstration how a system of Work Orders can be used to detect leaks in a water distribution system, stating that it is the same system that could be used to manage anything that required keeping an inventory and routine maintenance.

Mr. Alvarez made a presentation on how a water system is organized and integrated with the wastewater system. He explained that it is important to keep manuals and written procedures readily available to the staff, and to organize the work schedules in a way that builds competence and certainty. For example, Mondays can be dedicated to maintaining the grounds in the water plants, while everyday at the same time and in the same fashion the plant operator performs a thorough and methodical inspection of the equipment. This ensures that the job gets done and any unusual event or noise immediately stands out from the expected routine.

Mr. Gaeddert explained that it is important for coordination within an organization, that the line staff need to keep the leadership informed, and that the leadership should decentralize authority and responsibility to the point closest to the job. He outlined the different systems he operates in his organization to see what is happening and to manage his time. Budgets, job descriptions, inventories and periodic reports were pointed out as key.

On Wednesday, the group from Chapala asked about the possibility of visiting their wastewater treatment plants. It was agreed to visit that same afternoon. Mr. Alvarez was able to give them many practical tips on how they can improve the current operation and even increase the current treatment volume capacity. Currently, the plant is overloaded because of the operating parameters they use, but these can be optimized.

February 12-16, Public works, Jalisco

Mr. Oscar Rodriguez accompanied Cruz Gonzalez, Director of the Transportation Department for San Diego, CA, and Alan Briley, City Manager of Ruidoso, NM, on a tour of five communities in Jalisco. The municipalities visited on the first day were Sayula and Zapotlan el Grande. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Sayula	13	3	
La Barca	6	4	
San Juan de los Lagos	16	2	
Zapotlanejo	18	6	1

The Conference-panel structure was set up with the purpose of sharing with the municipal staff how cities in the US manage public works. It is relevant to mention that in Mexico, public works is traditionally referred to as public services.

Mr. Rodriguez told the attendees that time is the most critical resource they will be managing as municipal advisors. If they do not manage time wisely, their three years in office will pass very quickly, and they will not leave behind an improved public works department. Considering this, they need to prioritize the improvement projects they aim to address, and focus on building the foundations of systems that will serve the incoming administration.

Mr. Gonzalez showed how he is able to manage a staff of more than 700 employees and a budget of \$50 million without having to do everything himself. Manuals, written procedures, long-term plans, delegation of authority and responsibility are critical management mechanisms. He described the system of Work Orders he uses to identify pieces of equipment or vehicles that cost too much to maintain, underlining that without this system, he would never know.

Mr. Briley ran through the process his community went through to change the way solid waste services are provided. An open long-range planning process was initiated. It was critical for the public to understand why the change had to be made and to identify the best, most acceptable solution. Throughout the process, the internal management and communication systems kept the project on track, even though it took several years to complete.

The most interesting exchange in the encounters occurred in La Barca, where a number of neighboring cities sent representatives. One of the attendees was the public works director in Jamay, where ICMA had once considered extending its Resource Cities Program effort. He explained that the biggest problem he is facing is getting the citizens to accept a change in the garbage collection schedule. He wants to change from nocturnal collection to day collection. After hearing his comment, Mr. Rodriguez pointed out that it was the same

concern he had heard three years ago when the then new director said that he needed to go to night collection in order to get around traffic congestion and maintenance bottlenecks. Mr. Rodriguez then went on to explain that this was a case in point where the lack of continuity was making the municipality waste time, resources and even political capital because it had not managed to pass on the lessons and plans from one administration to the next.

February 19 to 23, Community Oriented Policing, Jalisco

The RA accompanied Douglas Law, Chief of Police for Mesquite, NV, and Anthony Lopez, City Manager of Hawaiian Gardens, CA, on the tour of the Jalisco municipalities. The municipalities visited on the first day were Sayula and Zapotlan el Grande. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Sayula	30	14	
Zapotlanejo	33	8	
Lagos de Moreno			
Chapala	34	8	

The Conference-panel structure was set up with the purpose of sharing with the municipal staff how cities in the US promote citizen involvement in public safety issues by implementing the Community Oriented Public Safety Program (COPS)

The RA commented on the importance of identifying two or three key priorities for each department in the municipality to address during the current administration. The three-year period is too short for someone to spend his or her time just thinking about the need for planning, there is a need to be pragmatic. The RA asked the participants to list the issues that are most critical to them. In all four conferences panels, the groups came out basically with the same list. The RA directed the group through an exercise to define which one should have the highest priority based on their “feelings” or experience. Following this, the RA started an exercise to prioritize the critical issues based on which one has the most direct impact with the other listed issues. After the last exercise, the conclusion in all cases was the need to establish and promote policies and procedures together with a good documentation process and information sharing within the administration and with the citizens. These issues were well ahead in priority over more resources and equipment.

Mr. Law started his presentation giving a short summary of his 20 plus years as an active police officer. He pointed out that the most important quality he looks for in a police officer is the ability to talk and negotiate under pressure. He explained that the police philosophy regarding their approach toward the public has changed dramatically. In the past, the police thought it needed to be tough, that it must be a preventive force. Now, the priority is to look at the root of the problems, and not just use force to put it “under control.”

Mr. Lopez started his presentation indicating that his undergraduate degree was in criminology, and that he later decided to go to graduate school for a Masters Degree in Public Administration. He noted that of particular importance him, as a manager, is citizen involvement. He is convinced that it does not matter how many resources they have, it will never be enough for all the things that could and should be done. However, if the citizens are part of the local government efforts, the available resources, however few or many, would not really matter. On the other hand, if the emphasis is placed on simply obtaining more resources, as was very often mentioned during the discussions, they are likely to be misused or wasted.

All the sessions were very well attended, more so than any of the other sessions held during the quarter. This is expected, since it is an issue that it is of high priority in the country. Mr. Law received many questions regarding the use of force to control organized crime. In all cases, he indicated that force alone would not do it, that preventive police practices with strong involvement of the community have proven to be more effective.

Additionally, the partnership visited Campeche and San Luis Potosi with delegations of financial and public works (public services) experts. These two states are target sites for the development of new RCP partnerships.

February 13-16, Finance , San Luis Potosí

The state of San Luis Potosi hosted two conference panels. The RA accompanied Mr. Clinton Gridley, City Administrator of Cederburg, WI, and Ramon Valencia former Finance Director of Zapotlanejo, Jalisco, on a tour of the San Luis Potosi municipalities. The municipalities visited on the first day were Rioverde and Cardenas. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Rioverde	23	10	5
Cd. Valle (Huasteca)	22	19	
Matehuala	7	7	
San Luis Potosi	13	12	

The Conference-panel structure was set up with the purpose of sharing with the local finance staff how municipal budgeting and financial management is conducted in the US.

The RA stressed that every department in the municipality must define clearly what are two or three key priorities for the current administration period. The conference was formatted like the COPS panel and arrived at similar conclusions, it is important to establish and promote policies and procedures together with good documentation process and information sharing within the administration and with the citizen. These issues were well ahead in priority over more resources and equipment that in most cases where the issues with the most votes based on feelings or experience.

Mr. Gridley described the organization and political arrangement (non-partisan elections, seven council Members, Mayor as CEO) of the City of Cedarburg and the different responsibilities of the City Administrator. Mr. Gridley also commented on the employment practices of the City (competitive, based on merit) and the “progressive movement” in the U.S. at the turn of the twentieth century that changed the typical strong mayor form of governments. Mr. Gridley gave a detailed description of the serious financial trouble that Cedarburg experienced in the early 1990’s. His experience pointed out that no matter the economic prosperity of a region (location or resources), financial difficulties arise. Mr. Gridley pointed out that their strategy to improve the situation was to spend more time and effort in the budgeting process, strategic planning and employee involvement/communication. For Mr. Gridley, the four basic purposes of a budget document are communication device, operational guide, financial plan, and policy document. Finally, Mr. Gridley spoke about the importance of citizen involvement through the boards and commissions of the city, open meetings, required public notices and hearings. As part of these comments, Mr. Gridley described Wisconsin’s “Good Government” laws concerning open records and meetings and how this can enhance public trust.

Mr. Valencia recounted his experience (over two years) with the Program as the Finance Director for the Municipality of Zapotlanejo, Jalisco. He explained how the program helped him to look at ways to improve the operation of his department without necessarily requiring a bigger budget. He commented on the experience of Zapotlanejo in increasing the number of hours open to the public with the same personnel and budget, their efforts to document their operations and most importantly the creation of a citizen advisory board. On the latter, Mr. Valencia pointed out the work done by the citizens helped them define a complete charter of account and a fairly good draft of a procurement policy manual. The presence of Mr. Valencia was intended to test the participation of municipal officials who have participated in the Partnership programs in the conference panels. From this experience, it is clear that well-advised municipal officials can provide valuable input to their counterparts.

March 12-16, Public Works, San Luis Potosí

Mr. Oscar Rodriguez accompanied Bernardo Garcia, Public Works Director for Hillsborough County, FL, Eduardo Tapia, Stormwater Treatment Manager for Hillsborough County, FL, and Cisto Virzuela, Solid Waste Services Manager for Gilbert, AZ, on a tour of four communities in the State of San Luis Potosí. The municipalities visited on the first day were Cardenas and Cerritos. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Cardenas	11	7	
Matehuala	12	7	
San Luis Potosí	29	12	

The purpose for the visits was to share with the local public works staff how cities in the US provide public works services.

In the sessions, Mr. Rodriguez told the attendees that time is the most critical resource they will be managing as municipal advisors. He stressed the importance of prioritizing the improvement projects they aim to address and building the foundation for systems that will serve the incoming administration. In order to increase municipal institutional development the organization needs to build on what the past experience previous administration.

Mr. Garcia told the groups about his experience in several different municipalities. He noted that everywhere he went, he found that the tasks were basically the same. He said that a well run public works department follows a standard set of systems to keep up with its responsibilities: work orders, long- and short-range planning, delegation of authority and responsibility, staff meetings, budgeting, and inventory management. He gave an example of how he uses all of these systems to keep up with the public lighting system throughout the county.

Mr. Tapia gave a presentation about Hillsborough County's water pollution control and storm drainage systems. He pointed out that the task of providing pollution control and storm drainage to one million people in a peninsula setting like the one in and Tampa Bay, FL can be a daunting task. There has to be a set of systems to follow for both maintenance and building the thousands of miles of canals, drainage ditches, culverts and ponds. He said he understood that his job is very different than the one in San Luís Potosí, but he explained that the types of things that make the job easier and better are the same. He told the group that everybody could improve their work without having to spend any more money than they already have if they focus on five things:

1. Time management
2. Basic long-range planning
3. Periodic team meetings
4. Thinking systematically (systems vs. reacting to isolated incidents/problems)
5. Keeping inventories and lists.

Mr. Virzuela led the group through the step by step process that the City of Gilbert went through to reorganize its garbage collection services. He pointed out that the need for the change was rapid population growth. This growth forced the city to acquire new and different garbage trucks and re-route the collection routines.

Gilbert divided the community into six different sectors according to distance and number of houses. Each sector was then further subdivided into four collection routes. This allowed the city to organize itself along a six-day workweek with three-day pickups per neighborhood.

Mr. Virzuela pointed out that the important factors to keep in mind are pre-established routine, balanced loads, and garbage delivery distances. He explained that if these factors can be followed, the crews will know exactly what to do every day, the customers will know when to put out their garbage, and the maintenance crews will have an easier time with the vehicle maintenance.

March 26 to 30, Public Works, Campeche

The state of Campeche was host to one conference-panel. Mr. Oscar Rodriguez and the RA teamed up to accompany Don Ward, Systems Engineering Manager for Georgetown, TX, and Robert Kass, Public Works Director for Campbell, CA, on a tour of municipalities in the State of Campeche. The municipalities visited on the first day were Calkinín and Hopelchen. The conference-panel schedule and the number of participants was the following:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Campeche	6	3	
Champotón	13	1	
Cd. del Carmen	12	2	

The purpose of the visits was to share how public works services are managed in the US.

Mr. Rodriguez started out the sessions, which were designed to be interactive, by talking about the things that ICMA has found to make the most difference in the long-term development of a given municipality:

- Manuals
- Council ordinances/regulations
- Plans and maps
- Standard management systems
- Citizen advisory committees
- Public reports and communication mechanisms.

To clarify his definition of standard management systems, Mr. Rodriguez gave a detailed example of an inventory system and a work order system. He showed how these two systems are used for staying on top of the maintenance of a public water system. He even demonstrated how these two systems could be used to anticipate water leaks in a system, emphasizing that without these systems the entire job of running a potable water system is essentially guesswork.

Mr. Kass led the group through a demonstration of how the City of Campbell deals with seemingly innocuous problems like tree branches that fall on cars and collapsing rusted light poles. He pointed out that in the absence of management systems like staff meetings, monthly incident reports, work orders and constantly updated inventories, these incidents

would never be seen as problems that could be prevented. They have been able to use management systems to detect patterns and recurring incidents, and they have been able to modify maintenance routines to reduce the number of times that tree branches cause damage to vehicles or that light poles collapse from being too rusted.

Mr. Ward gave a presentation about how the City of Georgetown went through a long-range planning process to establish the needs for the water system in the future. This exercise was then translated into concrete daily actions and investment decision that allows the city to stay ahead of routine problems that all water systems have to deal with. He told the group that just as people who were responsible for the water system in Champotón ten years ago made decisions that are making the job hard today, the decisions that are made now will make the job harder or easier in ten years.

For the last conference-panel, the RA was responsible for beginning the session. He used a similar approach to this panel as in COPS panel in Jalisco and Finance panel in San Luis Potosí.

**Annex 4: General Description of the Comité para el
Fortalecimiento Municipal (CAFIM)**

Comité de apoyo al fortalecimiento institucional municipal (CAFIM)

Propósitos

Hacer que se cuente en el ayuntamiento con un comité que asista apoyar, comunicar y dar transcendencia a planes y proyectos de fortalecimiento institucional a corto y largo plazo.

Aprovechar de la oportunidad presentada por el programa de intercambio técnico de ICMA para introducir el concepto y perfeccionar la instancia y funcionamiento de un comité dedicado ha apoyar el fortalecimiento institucional del ayuntamiento.

Objetivos

- I. Conformar un comité que representa una amplia gama de la sociedad local y que cuenta, a través de sus integrantes, con la capacidad y disponibilidad para asistir elaborar y dar seguimiento a los planes y proyectos del programa de intercambio técnico, con representantes de diferentes sectores de la comunidad que tengan conocimiento en uno u otra área de prioridad para el municipio:

Gerencia	Atención al cliente
Gestión financiera	Ingeniería ambiental
Administración de recursos	Supervisión de obras
humanos y/o	
Capacitación y/o supervisión de personal	Comunicación pública y/o mercadotecnia
Auditoria	• Compras y licitaciones
- II. Implantar para la primera reunión del comité un sistema para darle seguimiento a los proyectos de mejoramiento del programa de intercambio técnico:
 - adiestrando al personal involucrado del ayuntamiento y a los integrantes del comité para que trabajen en conjunto y
 - estableciendo un manual de procesos formales para elaborar y ejecutar planes, fiscalizar el desempeño de los proyectos de mejoramiento y evaluar el funcionamiento del comité

Características del comité

- Ad hoc, inicialmente no permanente pero con miras a ser integrado formalmente en el esquema organizacional del ayuntamiento
- Con poder de solo hacer recomendaciones, con la aprobación de la mayoría de los integrantes del comité, a los dirigentes del programa y al cabildo; sin poder de vetar planes o acciones del programa ni del ayuntamiento
- De orientación técnica, no partidista
- Su existencia, duración y funcionamiento ordenado por un reglamento debidamente aprobado por el cabildo

- Sus integrantes nominados por el alcalde, y confirmados por las ¾ partes de la mayoría del cabildo en un acto oficial en base a un reglamento (Se anexa un borrador de reglamento como sugerencia inicial)
- Compuesto por no menos que cinco y no más once integrantes. Al menos un miembro del cabildo pero sin exceder del 20% y de igual manera la representación de funcionarios del ayuntamiento
- Liderado por un presidente de la mesa, con suplente, ambos elegidos por la mayoría de los otros miembros del comité. El Presidente y su suplente no deben ser miembros del Cabildo o funcionario municipal.
- Dirigido a enfocarse en asistir al ayuntamiento ha apoyar al programa de intercambio técnico:
- establecer las reglas de procedimiento y comportamiento para ordenar sus reuniones
- elaborar un plan de trabajo
- identificar y priorizar las necesidades en cuanto al fortalecimiento institucional
- entender la realidad del entorno local y ver la factibilidad de proyectos
- facilitar la comunicación con la comunidad
- dar transcendencia a los avances logrados y fiscalizar el desempeño del programa
- servir como comité facilitador de transición de una administración a otra
- Integrado por líderes locales que cuentan con experiencia en una u otra área prioritaria para el programa, y que tienen el tiempo disponible para atender sesiones mensuales (de preferencia las sesiones no deben exceder en número las dos veces por mes)
- Todas sus reuniones serán abiertas al público y bajo ninguna circunstancia la mayoría de miembros deben discutir asuntos del relacionados con el comité fuera de la sesiones públicas
- Los miembros del comité se adherir al cumplimiento de los lineamientos generales de conducta que deben exhibir.

Plan de Acción (listado)

1. ICMA elabora el primer borrador de reglamento, Lineamientos de conducta y manual de procedimiento
2. Ayuntamiento conforma un comité provisional para perfeccionar el reglamento y código de conducta
3. Cabildo aprueba el reglamento y código de conducta
4. Integrantes del comité son nominados por el alcalde y confirmados por el cabildo
5. ICMA realiza sesiones de adiestramiento y capacitación a integrantes del comité y personal afectado por el programa de intercambio técnico
6. Comité realiza su primer sesión y aprueba reglas de orden
7. Comité aprueba un plan de trabajo de 3 años basado en el plan de asistencia técnica recomendado conjuntamente por ICMA y el ayuntamiento

8. Ayuntamiento presenta informes periódicos al comité, quien evalúa el desempeño de los proyectos de desempeño
9. Comité presenta informes cada trimestre al cabildo, junto con recomendaciones respecto a como proseguir con el programa
10. Comité presenta a cabildo un plan para la transición hacia la administración

Productos

1. Reglamento para la creación y funcionamiento de un comité de apoyo
2. Código de Conducta
3. Manual de procedimiento
4. Plan de trabajo de 3 años (actualizado cada año)
5. Reportes y recomendaciones a comité
6. Reportes y recomendaciones a cabildo
7. Plan de transición

Annex 5: ACCEDDES Activity Report

REPORTE DE AVANCE

PROGRAMA DE PARTICIPACIÓN CIUDADANA: CONSEJOS CONSULTIVOS TECNICOS CIUDADANOS.

Periodo: marzo y abril del 2000.

Actividades desarrolladas:

Asistencia a 4 reuniones de trabajo (Ocotlán y Zapotlanejo) del programa México - Estados Unidos, para contextualizar nuestro trabajo.

Preparar el programa propuesta para iniciar los consejos.

Dos reuniones con directivos de los departamentos de agua potable y tesorería del Ayuntamiento de Zapotlanejo para presentar la propuesta de programa.

Recolectar la información para preparar el esquema del promocional de cada departamento.

Reunión con directivos de los departamentos de agua potable y tesorería del Ayuntamiento de Ocotlán para presentar la propuesta de programa.

Metas alcanzadas:

Interesar a los directivos y consensar la propuesta de programa de arranque de los consejos.

Fijar calendario de arranque de los consejos.

Precisar criterios de selección y lista de posibles integrantes de los consejos.

Productos logrados:

Programa de trabajo de inicio de los consejos.

Criterios de selección de miembros de los consejos.

Lista de aspirantes a integrar los consejos.

Actividades por realizar para los próximos dos meses:

Promocional por departamento para la presentación de los consejos.

Convocatorias a las reuniones de promoción de los consejos.

Reuniones previas con los directivos departamentales para ajustar agendas de las reuniones de los consejos.

Reuniones de promoción de los consejos (4).

Reuniones de constitución formal de los consejos (4).

Observaciones:

En las reuniones iniciales con los directivos de los ayuntamientos, éstos se mostraron interesados por los consejos, pero un poco escépticos por la respuesta a los consejos de parte de los ciudadanos.

Hubo mucho interés de ellos por realizar el promocional de su departamento, que de cuenta de la experiencia obtenida en el programa de intercambio México – Estados Unidos.

En Ocotlán nos hemos retrasado un poco, hubo dificultad para ponernos de acuerdo en una primera reunión con los directivos de los departamentos.

La semana santa (vacaciones para algunos) dificultó el inicio del proceso en Ocotlán y en Zapotlanejo el 10 de mayo será un factor que determinará el comienzo de las reuniones con los ciudadanos (una actividad comercial impresionante), lo que implicará comenzar después de esta fecha. Se propuso comenzar el inicio de las reuniones con los ciudadanos hasta la tercera y cuarta semana de mayo. En Ocotlán están por definir las fechas de arranque de los consejos.

**Rocío Bernal Castillo
Ignacio González Hernández.
ACCEDDE, A.C.
Programa ICMA.
3 DE MAYO DEL 2000**

**Annex 6: General Description of the Comité de Apoyo a la
Transición en la Administración Municipal (CATAM)**

Comité de apoyo a la transición en la administración municipal (CATAM)

Concepto

Una gran parte del patrimonio del ayuntamiento está en su capital institucional, en particular la capacitación de su personal, el conocimiento de buenas prácticas por parte de sus administradores, la eficiencia de sus procedimientos, y el consenso que tenga con el público respecto a planes y proyectos de largo plazo que se deben hacer. Este capital puede llegar a tener el mismo o más valor que los activos físicos, como calles, parques, y edificios públicos. A la medida en que se pueda acumular el patrimonio institucional, el ayuntamiento acelera su desarrollo y es más eficaz en su respuesta a la demanda de los ciudadanos. Al no acumular este capital, reprime su desarrollo y limita el rendimiento de sus inversiones y la eficiencia de sus servicios.

La transición, cuando el ayuntamiento experimenta el cambio de una administración a otra, representa un punto débil en su proceso de acumulación de capital institucional. El progreso que se logró en el trienio que se va acabando, particularmente las mejoras en los procesos administrativos, proyectos de fortalecimiento organizacional y capacitación técnica, se ponen en riesgo de ser perdidas. Esto ocurre porque las mejoras no llegan a madurarse y ser arraigadas en la cultura institucional, permitiendo que las inercias viejas vuelvan a predominar. También los funcionarios que salen se llevan con ellos las buenas prácticas aprendidas y la capacitación que se ha invertido en el personal del ayuntamiento. La simple falta de conocimiento de las mejoras o inversiones en la organización que se hicieron previamente también puede causar que la nueva administración no continúe con ellos y, de esa manera, que el ayuntamiento no acumule capital institucional.

La realidad es, y la democracia lo permite, que la transición implica cambio, al menos en el orden de prioridades, así como también en la visión y lineamientos formales del ayuntamiento. Sin embargo, la expectativa de la sociedad y la lógica del marco legal es que la entrega-recepción del mando de la administración sea eficiente y completa y que no haya interrupción en los servicios. No se ve la necesidad de que el simple cambio de administración cause que retroceda el desarrollo del ayuntamiento.

El capital institucional es un bien público, que debe ser resguardado, y el cambio de individuos en la responsabilidad de administrar los recursos públicos no debe implicar que se pierda lo avanzado al fin de cada trienio y que el ayuntamiento siempre vuelva al punto en su desarrollo donde estaba tres años atrás.

Para que no se trastorne el desarrollo normal del ayuntamiento, la transición debe ser planeada y manejada con el fin de que no se pierda la memoria de lo que se ha hecho y no haya retroceso en el desarrollo institucional. Esto se puede lograr

solo con la cooperación de la administración saliente con la entrante, lo cual requiere que ambas tengan claro y priorizan el bien de la comunidad en primer plano. No se trata de dejar el poder y la toma de poder, sino de la toma de la responsabilidad la buena administración de los recursos de la comunidad. No se tiene posesión de los bienes y recursos públicos, sino se tiene los bienes y recursos a disposición de la búsqueda de lo que es mejor para la comunidad en su conjunto. Por lo tanto, es necesario además que la ciudadanía participe activamente en la entrega-recepción del ayuntamiento, asegurando de antemano que la administración saliente se prepare adecuadamente para entregar el cargo y administración entrante lo reciba debidamente.

Propósito

Hacer que se cuente en el ayuntamiento con un comité consultivo que asista organizar y dar seguimiento al proceso de entrega-recepción a manera que se resguarde la memoria y desarrollo institucional.

Objetivos

- I. Fortalecer el ejercicio de transición en la administración municipal, conformando un comité representativo de la sociedad local que, a través de sus integrantes, tenga la autoridad moral, capacidad y disponibilidad para asistir al ayuntamiento elaborar y dar seguimiento a un plan de acción para asegurar que la entrega-recepción sea ordenada, transparente y completa
- II. Minimizar el riesgo que se pierda la memoria institucional y retrocede el desarrollo institucional estableciendo patrones y estándares de divulgación para informar a la administración entrante sobre la condición de la institución, incluyendo el estado financiero y organizacional, proyectos de mejoras a los procesos administrativos, y avances en planes de largo plazo que se hayan consensuado con el público.

Características del comité de apoyo

- Permanente e formalmente integrado en el esquema organizacional del ayuntamiento
- Poder de solo hacer recomendaciones, con la aprobación de la mayoría de los integrantes del comité, a la administración municipal; sin poder de vetar planes o acciones por parte de la administración
- De orientación técnica, no partidista
- Su existencia, duración y funcionamiento ordenado por un reglamento debidamente aprobado por el cabildo
- Sus integrantes nominados por el alcalde, y confirmados por $\frac{3}{4}$ partes del cabildo en un acto oficial en base a un reglamento
- Compuesto por no menos que cinco y no más once integrantes. Al menos un miembro del cabildo pero sin exceder del 20%; y de igual manera la representación de funcionarios del ayuntamiento

- Liderado por un presidente de la mesa, con suplente, ambos elegidos por la mayoría de los otros miembros del comité, con la condición que el presidente y su suplente no deben ser miembros del Cabildo o funcionarios del municipio
- Enfocado en realizar la labor necesaria para asegurar que la transición de una administración a otra sea eficiente y no cause interrupción en los servicios ni retroceso en el desarrollo institucional del ayuntamiento
- Estableciendo las reglas de procedimiento y comportamiento para ordenar sus reuniones
- Elaborando y publicando un plan de trabajo que tiene como su meta final el ordenamiento del ejercicio de entrega-recepción
- Entendiendo la realidad del entorno local y viendo la factibilidad de implantar nuevos procesos para mejorar el ejercicio de entrega-recepción
- Facilitando la comunicación con la comunidad
- Identificando las necesidades de la administración entrante en cuanto a información y documentación sobre la condición de la organización municipal
- Asimilando las mejoras organizacionales y avances en planes de largo plazo de la administración saliente y recomendando la implantación de mecanismos para darles transcendencia
- Asistiendo diseñar un formato para recolectar los datos y material que va ser presentada en el informe de entrega-recepción, un patrón para el informe, y estándares de documentación y divulgación
- Apoyado técnicamente por funcionarios del ayuntamiento
- Integrado por líderes locales que cuentan con experiencia en una u otra área prioritaria para el programa, y que tienen el tiempo disponible para atender sesiones mensuales (de preferencia las sesiones no deben exceder en número las dos veces por mes)
- Todas sus reuniones serán abiertas al público y bajo ninguna circunstancia la mayoría de miembros deben discutir asuntos del relacionados con el comité fuera de las sesiones públicas
- Los miembros del comité se deben adherir al cumplimiento del código de conducta

Listado de acciones y responsabilidades

- 1) ICMA elabora el primer borrador de reglamento, código de conducta y manual de procedimiento
- 2) Ayuntamiento conforma un comité provisional para perfeccionar el reglamento y código de conducta
- 3) Cabildo aprueba el reglamento y código de conducta
- 4) Integrantes del comité son nominados por el alcalde y confirmados por el cabildo
- 5) ICMA realiza sesiones de adiestramiento y capacitación a integrantes del comité y personal afectado por el programa de intercambio técnico
- 6) Comité realiza su primer sesión y aprueba reglas de orden

- 7) Comité aprueba y pública un plan de trabajo de 3 años con miras a tener listo un paquete de material que informe a la nueva administración sobre la condición del ayuntamiento y mejoras y avances que debieran ser continuados
- 8) El comité presenta informes periódicos al cabildo, quien evalúa su desempeño
- 9) Comité presenta informes cada trimestre al cabildo, junto con recomendaciones respecto a como proseguir con el programa
- 10) Comité presenta a cabildo antes de finalizar su segundo año un patrón del informe que se le va dar a la administración entrante sobre la condición del ayuntamiento
- 11) Comité presenta a cabildo un plan para la realizar la transición
- 12) Comité certifica la información que es recolectada para ser presentada como informe a la nueva administración
- 13) Comité dialoga con representantes de la administración entrante para entender como atender sus necesidades respecto a la información

Productos

- 1) Reglamento para la creación y funcionamiento de un comité de apoyo
- 2) Código de Conducta
- 3) Manual de procedimiento
- 4) Plan de trabajo de 3 años (actualizado cada año)
- 5) Reportes y recomendaciones a comité
- 6) Reportes y recomendaciones a cabildo
- 7) Paquete de materiales para informar a la nueva administración:
 - a) Estado financiero mensual
 - b) Auditoria independiente
 - c) Inventario del patrimonio del ayuntamiento (con evaluación respecto a la condición de todos los bienes)
 - d) Inventario de políticas y reglamentos administrativos
 - e) Colección de fluogramas describiendo los procesos administrativos
 - f) Inventario de manuales de operación y procedimiento de los servicios
 - g) Inventario de bases de datos existentes
 - h) Inventario de planes de desarrollo institucional y urbano y económico
 - i) Plan de desarrollo municipal e inventario de planes largo plazo
 - j) Diagnóstico sobre las fortalezas, debilidades y necesidades de la institución
 - k) Patrón para la recolección de datos y material para el informe sobre la condición del ayuntamiento en forma periódica, de preferencia mensualmente.

8) Plan de transición

**Annex 7: General Guidelines and Regulations for the Comité de
Apoyo a la Transición en la Administración Municipal
(CATAM)**

ESTATUTOS Y PROCEDIMIENTOS OPERATIVOS Y ADMINISTRATIVOS DEL COMITÉ DE APOYO A LA TRANSICIÓN EN LA ADMINISTRACIÓN MUNICIPAL (CATAM).

Se presenta este documento con el propósito de guiar la organización y funciones del comité consultivo ciudadano denominado Comité de apoyo a la Transición en la Administración Municipal (CATAM).

Propósitos Del Comité

Hacer que se cuente en el ayuntamiento con un comité consultivo que asista organizar y dar seguimiento al proceso de entrega-recepción a manera que se resguarde la memoria y desarrollo institucional.

Objetivo

1. Fortalecer el ejercicio de transición en la administración municipal, conformando un comité representativo de la sociedad local que, a través de sus integrantes, tenga la autoridad moral, capacidad y disponibilidad para asistir al ayuntamiento elaborar y dar seguimiento a un plan de acción para asegurar que la entrega-recepción sea ordenada, transparente y completa
2. Minimizar el riesgo que se pierda la memoria institucional y retrocede el desarrollo institucional estableciendo patrones y estándares de divulgación para informar a la administración entrante sobre la condición de la institución, incluyendo el estado financiero y organizacional, proyectos de mejoras a los procesos administrativos, y avances en planes de largo plazo que se hayan consensuado con el público.

Características y Ámbito de competencia:

1. De orientación técnica, no partidista
2. Su existencia, duración y funcionamiento ordenado por un reglamento debidamente aprobado por el cabildo
3. Enfocado en realizar la labor necesaria para asegurar que la transición de una administración a otra sea eficiente y no cause interrupción en los servicios ni retroceso en el desarrollo institucional del ayuntamiento
4. Establecer las reglas de procedimiento y comportamiento para ordenar sus reuniones
5. Elaborar un plan de trabajo que tiene como meta final el ordenamiento del ejercicio de entrega-recepción
6. Identificar y priorizar las necesidades de la administración enterante en cuanto a la información y documentación sobre la condición de la organización municipal
7. Entender la realidad del entorno local y viendo la factibilidad de implantar nuevos procesos para mejorar el ejercicio de entrega-recepción
8. Facilitar la comunicación con la comunidad

9. Asimilando las mejoras organizacionales y avances en planes de largo plazo de la administración saliente y recomendando la implantación de mecanismos para darles transcendencia
10. Asistiendo a diseñar un formato para recolectar los datos y material que va a ser presentada en el informe de entrega-recpción, un patrón para el informe, y estándares de documentación y divulgación
11. Apoyando técnicamente a funcionarios del ayuntamiento
12. Todas sus reuniones serán abiertas al público y bajo ninguna circunstancia la mayoría de miembros deben buscar el no discutir asuntos del relacionados con el comité fuera de las sesiones públicas
13. Los miembros del comité se deben adherir al cumplimiento de un código de conducta

Situación legal del comité:

Permanente integrado formalmente en el esquema organizacional del ayuntamiento. Los Miembros del Comité son voluntarios y trabajan sin recibir remuneración alguna. Los estatutos y procedimientos operativos y administrativos del comité se presentan a continuación.

Artículo I De las oficinas

- 1.1 Oficina y apoyo secretarial. El Comité pudiera tener oficinas si así se acuerda con Presidente Municipal y se aprueba por cabildo. Se recomienda que el Comité cuente con un Enlace Administrativo para el apoyo con la recepción, producción y distribución de información entre los miembros. Dicho Enlace Administrativo puede ser patrocinado por parte del Ayuntamiento.

Artículo II Del comité

- 2.1 Facultades del Comité. Los asuntos del Comité serán manejados por los Miembros. El Comité por conducto de sus Miembros puede proporcionar recomendaciones a los departamentos y/o Cabildo. El Comité no podrá vetar planes o acciones del programa ni del Ayuntamiento.
- 2.2 Responsabilidades de los Miembros del Comité. Los Miembros del Comité tendrán las siguientes responsabilidades:
 - a) Asistir a las sesiones convocadas por el Comité y tomar decisiones sobre las recomendaciones a presentar;
 - b) Llevar a las sesiones el punto de vista, acuerdos y resoluciones de agencias, instituciones u organizaciones del sector al que pertenecen y regresar la

- información relacionada a las actividades y resoluciones del Comité a los miembros de su sector;
- c) Compartir su experiencia y conocimiento sobre información relevante, respecto a las acciones y recomendaciones del Comité;
 - d) Proporcionar la información pública disponible de las organizaciones de su sector, requerida por el Comité para facilitar y ayudar a la realización de estudios y encargos;
 - e) Expresar sus opiniones, ideas, proyectos y sugerencias concernientes a los asuntos analizados por el Comité;
 - f) Crear y participar en las comisiones técnicas para temas específicos, incluyendo el realizar tareas asignadas a tales comisiones;
 - g) Evaluar periódicamente los avances de las actividades del objetivo del Comité y de sus Comisiones Técnicas; y
 - h) Llevar a cabo todas aquellas otras actividades que le encomiende el Comité, para alcanzar sus objetivos.

2.3 Estructura del Comité. Compuesto por no lo menos de cinco y no más de once personas. De los cuales uno será un miembro del cabildo, pudiendo ser dos, si el total de personas integrantes llegase a diez; además un funcionario público, pudiendo ser dos funcionarios si el total de personas integrantes llegase a siete; el resto de los miembros será ciudadanos que no estén empleados por el Gobierno Federal, Estatal o Municipal, además de no tener ninguna relación familiar o de negocios con funcionarios públicos.

Los representantes ciudadanos deberán ser líderes locales que cuentan con experiencia en una u otra área prioritaria para el programa y en general para el municipio, y que tienen el tiempo disponible para atender sesiones mensuales (de preferencia las sesiones no deben exceder en número las dos veces por mes). De los sectores que deberán estar representados como prioridad son el sector privado, el de las agrupaciones no gubernamentales y del sector académico (dando prioridad al nivel educativo más alto en la comunidad). Para posiciones adicionales, se recomienda que se tenga también representación de agrupaciones de profesionales y los sectores sociales. De las agrupaciones de profesionales, bien pudiera verse representados los abogados, los de administración cantable/financiero y/o de la construcción (técnicos).

2.4 Presidente del Comité: El Comité será liderado por un presidente, con suplente, ambos elegidos por la mayoría de los miembros del comité. El Presidente del Comité y su suplente no deben ser miembros del Cabildo o funcionarios municipales.

2.5 Término: Todos los miembros del Comité serán designados por un periodo de hasta tres años. No habrá límite en el número de períodos que funjan como miembros del Comité. Al inicio del periodo administrativo, se designaran a los miembros que representan al Ayuntamiento. En el inicio del segundo año del periodo, se designarán a la mitad de los miembros ciudadanos, y el inicio del tercer

año la otra mitad de los miembros ciudadanos. Esto obedece a la recomendación de que la sustitución de los miembros del Comité en pleno no se realice a un mismo tiempo. La designación de los miembros deberá ser dentro de los primeros 40 días del inicio de la fecha de toma de posesión ó su aniversario según sea el caso.

2.6 Elección de Miembros del Comité: Serán nominados por el Presidente Municipal, y confirmados por las ¾ partes del cabildo en un acto oficial en base a este reglamento. El Presidente Municipal deberá presentar la lista de personas nominadas a todos los miembros del cabildo con al menos 10 días de anticipación a la fecha límite para la designación de los miembros.

Se recomienda que la nominación del Presidente Municipal siga un esquema como el siguiente. La Presidencia Municipal convocará a los interesados a través de un aviso con 40 días de anticipación a la fecha límite para la nominación. Esta convocatoria deberá ser publicada ampliamente en el municipio, indicando el perfil deseado de los candidatos, fecha límite y formas de postulación. Los nominados deberán hacer llegar a la Presidencia Municipal la siguiente información, limitándose a una página: a) nombre, dirección, teléfono/fax; b) breve descripción del interés, antecedentes y experiencias del nominado con respecto a los asuntos prioritarios del municipio; c) breve descripción del papel proactivo que brindará al Comité; d) cartas de apoyo por parte de organizaciones o instituciones del sector que representaría.

2.7 Sustitución de los Miembros del Comité. Cuando por alguna razón, cualesquiera de los miembros no pueda continuar participando, una persona sustituta deberá ser designada dentro de los siguientes 50 días a partir de la fecha de renuncia o baja, de acuerdo con lo establecido en el párrafo 2.6. Cuando un miembro es designado como consecuencia de una renuncia o baja, éste deberá servir hasta el término del período que servía la persona a la que se sustituye.

2.8 Renuncias. Cualquier miembro puede renunciar en cualquier momento dando aviso por escrito al Presidente Municipal, en cuyo caso se seguirá el procedimiento que se establece el párrafo 2.7. La renuncia se considera válida a partir de cuando la solicitud es recibida por la oficina del Presidente Municipal. Si el renunciante tuviere encomendada una comisión o bien alguno, será preciso presentar el estado de avance en que se encuentra la comisión, y devolver el bien resguardado previamente.

2.9 Vacantes. Hay tres tipos por lo que se presentan vacantes, renuncia, baja por incumplir el reglamento ó por término del período de servicio. Cuando se requiera cubrir alguna vacante del Comité, se procederá conforme a lo establecido en el apartado 2.7.

2.10 Requerimientos de Asistencia. Si un miembro no asiste a tres reuniones consecutivas, el Presidente del Comité le solicitará por escrito que mejore su asistencia. Si el miembro no asiste a cinco reuniones consecutivas, el Presidente

del Comité declarará vacante el puesto y se iniciará el proceso para designar un nuevo miembro. El Presidente del Comité informará por escrito al Presidente Municipal y al Secretario de la vacante para que se inicie el proceso de sustitución.

2.12 Compensación. Los miembros no recibirán sueldo por su participación en el Comité. Los miembros no podrán ser excluidos de prestar servicios al municipio, de carácter comercial o contractual, previéndose el que dicho servicio sea licitado en forma competitiva, abierta y en todo momento se informe del posible conflicto de interés. El miembro del Comité que participe como prestador de un servicio, no podrá participar en la deliberación y selección de la recomendación correspondiente.

Artículo III De las reuniones del comité

3.1 Reuniones Ordinarias. Las reuniones ordinarias del Comité, se llevarán a cabo mensualmente, en una fecha, hora y lugar determinadas por el Presidente del Comité. Se convocará a todos los miembros del Comité con al menos 10 días de anticipación y se divulgará a través de los medios locales por lo menos con 5 días de anticipación a la reunión.

3.2 Reuniones Extraordinarias. Estas podrán ser convocadas cuando el Presidente del Comité lo consideren conveniente, cuando el Comité en pleno lo decida, o cuando una tercera parte de los miembros del Comité envíen una petición por escrito al Presidente del Comité. Se notificará por escrito a los miembros del Comité y se convocará a través de los medios locales de difusión por lo menos con tres días hábiles de anticipación a la reunión extraordinaria. El propósito de dicha reunión deberá estar claramente señalado en el aviso y solamente ese punto podrá ser discutido y acordado en dicha reunión.

3.3 Reuniones Abiertas. Todas las reuniones ordinarias y extraordinarias del Comité serán abiertas al público. Unicamente podrán ser privadas las reuniones extraordinarias cuando se consideren documentos que requieran por disposiciones de asuntos jurídicos o de personal, los cuales estén sujetos al privilegio de confidencialidad. Es la intención expresa del Comité de que toda reunión se gobierne bajo la política de ser abierta.

3.4 Quórum. El Comité podrá sesionar cuando asistan por lo menos la mayoría de los miembros.

3.5 Agenda. El Presidente del Comité establecerá la agenda para cada reunión después de consultar con al Cabildo y los departamentos o secretarías del Ayuntamiento. El Presidente del Comité incluirá en la agenda provisional algún asunto requerido por cualesquiera de los miembros del Comité, por lo menos 20 días antes de la reunión. El Enlace Administrativo del Comité proporcionará a los miembros del Comité una copia de la agenda y de la minuta de la reunión anterior,

cuando menos con 10 días de anticipación a la reunión. El Comité aprobará la agenda de la reunión al principio de esta, y en ella se podrán hacer adiciones o modificaciones.

3.6 Orden del Día. La orden del día durante las reuniones ordinarias del Comité, deberá contener los siguientes puntos:

- a) Lista de los miembros del Comité, y declaración del quórum
- b) Presentación de invitados especiales
- c) Aprobación de la agenda
- d) Aprobación o en su caso observaciones de la minuta a la reunión anterior
- e) Informes del Presidente del Comité y de las Comisiones Técnicas
- f) Discusión y comentarios del público
- g) Presentación de nuevos asuntos
- h) Discusión y comentarios del público
- i) Presentación de acuerdos
- j) Establecimiento de la fecha de la próxima reunión
- k) Clausura

El Presidente del Comité a discreción establecerán en forma y tiempo los límites de participación de los miembros. En atención al tiempo de todos los asistentes a las reuniones, el Presidente del Comité podrá limitar el tiempo de presentación de comentarios por parte del público a 3 minutos como mínimo.

3.7 Procedimientos de la Reunión. El Presidente del Comité presidirán cada reunión del Comité, decidirá los asuntos relativos al Comité en base al presente reglamento y conducirán con orden los asuntos del Comité, pudiendo debatir desde su puesto. El Comité solamente podrá tomar acciones, cuando exista moción y haya sido debidamente secundada.

3.8 Decisiones del Comité. El Comité procurará el consenso cuando se formulen recomendaciones o se tomen medidas. Se considerará un consenso si la mayoría de los miembros están en favor de una propuesta. Se podrá votar a favor, en contra o abstención. Se contarán los votos para comprobar si hay consenso. Cada miembro, excepto el Presidente del Comité, tendrán un voto. El voto afirmativo de la mayoría de los miembros del Comité, presentes en la reunión en la cual exista quórum, será necesario para aprobar alguna medida o recomendación. Los votos se asentarán en las minutas del Comité.

Cuando no exista consenso el Presidente del Comité o cualesquiera de los Miembros pueden pedir una votación por lista para cualquier medida, para lo cual se deberá contar con la mayoría de votos. La recomendación será presentada al Presidente Municipal, Cabildo ó área operativa según sea el caso, para su consideración. El memorándum contendrá las declaraciones sobre el tema, un resumen de la recomendación hecha por la mayoría, y un resumen de las

objeciones expresadas por aquellos que se opusieron o abstuvieron de votar sobre la recomendación.

3.9 Responsabilidades del Presidente del Comité.

- a) Presidir las reuniones del Comité;
- b) Representar al Comité ante el Presidente Municipal, Cabildo ó área operativa auxiliado en esta tarea por su suplente;
- c) Convocar a reuniones ordinarias y extraordinarias a través del Enlace Administrativo;
- d) Dar seguimiento a las recomendaciones que emita el Comité;
- e) Presentar al Comité un programa e informe anual de actividades.

3.10 Consulta de los Archivo del Comité. Las minutas y demás información generada por el Comité, estarán en las oficinas del Enlace Administrativo, a disposición del público para su consulta durante el horario laboral.

3.11 Restricciones sobre Publicaciones. El Comité también protegerá la publicación de información sobre negocios o propiedades cuya publicación viole la privacidad personal de acuerdo con las leyes vigentes.

3.12 Declaraciones Públicas del Comité. Las declaraciones públicas a nombre del Comité serán a través del Presidente del Comité. Se buscará que el Comité no se vea en la necesidad de hacer declaraciones públicas más allá de las actividades en las reuniones.

3.13 Reportes Anuales. El reporte será elaborado por una Comisión Técnica del Comité en coordinación con el enlace administrativo. El reporte anual deberá incluir una carta de presentación en la que se incluya los avances en general del Comité. El reporte anual deberá ser aprobado por el Comité.

3.14 Programa de Trabajo. Los Miembros del Comité serán responsables de aprobar el programa de trabajo.

Artículo IV
De los funcionarios y personal

4.1 Funcionarios. El Comité no tendrá funcionarios. Algunos de sus miembros serán funcionarios del Ayuntamiento como lo determina el párrafo 2.3.

4.2 Enlace Administrativo. El Presidente Municipal podrá nombrar y poner a disposición del Comité una persona que fungirá como Enlace Administrativo. El enlace administrativos desempeñará las siguientes funciones:

- a) Dar aviso de las reuniones del Comité, a los miembros y al público;
- b) Elaborar y entregar al Presidente del Comité las minutas de las reuniones;

- c) Elaborar, organizar y conservar todos los registros y archivos del Comité y elaborar los reportes requeridos cuando así lo disponga el Comité;
- d) Mantener accesible al público los registros y archivos del Comité, correspondencias, consultas públicas o comentarios relativas a las operaciones del Comité, actividades, metas y objetivos;
- e) Dar seguimiento a las actividades de los programas de trabajo;

4.3 Compensación. El enlace administrativo podrá recibir una compensación por sus servicios siempre y cuando sea proporcionado por su patrocinador.

Artículo V **De las comisiones técnicas**

5.1 Establecimiento de Comisiones Técnicas. El Comité podrá establecer Comisiones Técnicas para el cumplimiento de sus objetivos en cualquier momento y cuando lo considere necesario, pero estas no podrán tomar decisión final alguna, toda vez que solamente será atribución del Comité. El Presidente del Comité designará a los Miembros de las Comisiones Técnicas que trabajarán entre una reunión y otra.

5.2 Representación. Las Comisiones Técnicas se establecerán durante la reunión del Comité, según se requiera; serán conducidas por un miembro del Comité y podrán incluir miembros fuera del Comité principalmente expertos reconocidos por el Comité.

5.3 Reportes. Los avances y resultados de las gestiones de las Comisiones Técnicas serán puestos a consideración del Comité durante las reuniones ordinarias o extraordinarias del mismo, o en cualquier momento que lo solicite el Presidente del Comité de manera directa o a través del Enlace Administrativo.

Artículo VI **De la administración financiera**

Toda vez que no se cuenta con fondos específicos para apoyar la operación interna administrativa del Comité, así como para acciones, proyectos e investigaciones, esta sección estará sujeta a que cuando se reciban estos apoyos se reglamentará en función del tipo, fuente y naturaleza de los mismos; ya sea incluyendo el apartado correspondiente en los estatutos vigentes o en su caso la creación de una Comisión Técnica que los administre.

Artículo VII **De los libros y registros**

7.1 Registros. El Comité a través del Enlace Administrativo deberá mantener organizado y en custodia los libros y registros que dan testimonio de la operatividad del Comité, mediante: registros contables; minutos de trabajo; programas de trabajo; proyectos; archivos de información, etc.

Artículo VIII

Enmiendas a los estatutos

8.1 **Procedimientos de Enmienda.** Estos estatutos y procedimientos operativos pueden ser reformados, adicionados y/o derogados a través de una recomendación por consenso de los miembros del Comité hacia Cabildo que a su vez haría lo propio en su calidad de cuerpo colegiado para hacer modificaciones a reglamentos internos a la operación del Ayuntamiento. Las propuestas de enmienda deberán de ser enviadas a los miembros del Comité, por lo menos 2 semanas antes de la reunión donde se discutirán.

Artículo IX **Del comportamiento esperado de los miembros**

Se espera que los miembros del Comité se adhieran al comportamiento descrito en esta sección, que enmarca el trabajo voluntario y de buena fe que desempeñan. De no hacerlo el resto de los miembros del Comité pudieran solicitar su baja de acuerdo al procedimiento descrito en el Artículo X.

1. Dedicarse a los conceptos del gobierno municipal eficaz y democrático por medio de los oficiales electos en forma responsable y considerar que la administración general profesional es esencial para el logro de este objetivo.
2. Asegurar la dignidad y el valor de los servicios prestados por el gobierno y mantener una actitud constructiva, creativa y práctica hacia los asuntos del gobierno municipal.
3. Dedicarse a los ideales más altos de honor e integridad en las labores del Comité, con el fin de que el mismo pueda merecer el respeto y la confianza de los funcionarios electos, de los demás funcionarios municipales, de los empleados municipales y del público en general.
4. Reconocer que la función principal del gobierno local en todo momento es buscar el mayor beneficio de todas las personas.
5. Promover la comunicación y participación en actos de intercambio de información entre los sectores organizados de la sociedad, el sector gubernamental y el público en general.
6. Mientras se es miembro del Comité, abstenerse de cualquier actividad política partidista que pudiera socavar la confianza de Presidente Municipal ó del Cabildo ó del público en general al podérsele considerar como una persona con sesgamiento partidista notable. Abstenerse de participar activamente en las actividades electorales partidistas.
7. Resistir cualquier usurpación de los deberes profesionales, bajo el precepto de que el miembro debe estar libre para llevar a cabo las políticas oficiales sin interferencia o influencias.
8. Promover el proceso abierto y competitivo de adquisiciones del gobierno municipal buscando el máximo valor en los bienes y servicios ofrecidos para los cuales se utilizan fondos públicos.
9. No buscar ni ofrecer favores; creer que el crecimiento personal o la ganancia lograda por medio de la información confidencial o mediante el mal uso de la confianza pública es deshonesto.

Artículo X

De las políticas para atender el buen comportamiento de los miembros

- 10.1 General: El propósito de este procedimiento es proveer un marco para guiar el proceso de investigación y determinación de si existió alguna transgresión a los principios enumerados en Artículo IX. Se recomienda evitar cualquier particularización de los casos discutidos. El espíritu de la participación de los miembros es de buena fe y en función de esta debe enmarcarse cualquier denuncia.
- 10.2 Vigilancia: No existirá ninguna instancia cuya misión sea la vigilancia del buen comportamiento de los miembros del Comité. Esta se espera sea conducida por cada uno de los integrantes, así como la ciudadanía en su conjunto. El principio que debe gobernar el proceso de análisis de alguna falta a los principios del buen comportamiento de los miembros del Comité, es aquel que la reputación de cada miembro del Comité, en cuanto a su actuar en lo relativo a los asuntos del Comité, puede verse afectada por el comportamiento dudoso, doloso ó violatorio del miembro bajo sospecha.
- 10.3 Responsabilidades: El Comité en pleno será el órgano responsable de atender la queja sobre alguno de sus miembros, quien se deberá abstener de participar en cualquier deliberación sobre el caso a excepción de su derecho de replica ante el Comité. (Todo los procedimientos de discusión deberán llevarse a cabo en sesiones públicas). La renuncia al Comité del miembro bajo investigación termina con el proceso de investigación y no se deberá emitir ninguna opinión en forma particular. En caso de que el Presidente del Comité este bajo investigación, el resto de los miembros deberán nombrar a un Presidente interino quien igualmente no debe ser funcionario del Ayuntamiento.
- 10.4 Sanciones: Por tratarse de un cuerpo consultor voluntario, se prevén dos sanciones:
1. Una llamada de atención al comportamiento motivo de la queja, incluyendo una explicación en forma de lineamiento sobre lo que se prefiere como un comportamiento más adecuado para situaciones similares.
 2. Solicitud de renuncia al miembro del Comité, y en caso de desacato a la solicitud la determinación de su baja como miembro del Comité. El Comité también deberá documentar un lineamiento sobre lo que debe ser un comportamiento adecuado para situaciones similares.
- 10.5 Iniciación del Proceso: Cualquier queja o denuncia puede ser recibida en la oficina del Presidente Municipal, quien deberá turnarla al Comité que deberá presentarla ante el mismo en la próxima reunión ordinaria. El procedimiento para determinar el valor de la queja ó denuncia es el siguiente:

1. Se lee la queja ó denuncia ante el Comité durante la siguiente reunión pública ordinaria, permitiendo después al miembro o miembros involucrados a dar su versión de la situación.
2. Los otros miembros podrán en turno hacer preguntas a ambas partes, si es que la parte quejosa se encuentra presente en la reunión.
3. Se somete a votación de los miembros si se considera necesario una investigación para determinar los hechos de forma más objetiva. Para el proceso de votación, el miembro bajo denuncia no podrá participar. Si el miembro bajo sospecha es el Presidente del Comité, el sustituto nombrado para este caso tendrá el voto de calidad en el caso de empate.
4. De acordarse de que No se requiere investigar, el Comité puede generar y adoptar un lineamiento para definir con mayor claridad lo que en situaciones similares se considera un buen comportamiento sin lugar a duda.
5. De acordarse de que Se requiere investigar, el Comité nombrará una comisión de tres personas: un miembro que sea funcionario del Ayuntamiento y dos que no los sean. El Presidente del Comité de preferencia no sería miembro de la comisión.
6. La comisión deberá reportar en la siguiente reunión ordinaria (que debe ser convocada de acuerdo al procedimiento normal, a un mes) los resultados de su investigación. Seguido del reporte, la parte quejosa, si así lo deseará tendrá oportunidad de dar una opinión que no deberá exceder de los 5 minutos. De la misma forma, el miembro bajo sospecha tendrá derecho de 5 minutos para desarrollar su replica ante el Comité. Transcurrido este proceso el Comité podrá tener un período de discusión que no debe exceder los 20 minutos. Al término del período de discusión, se espera que el Comité llegue a una posición consensada. De no lograrse, entonces el Presidente del Comité en funciones llamaría a votación los puntos en discusión.
7. Al igual que lo descrito en el punto Cuatro de este proceso, el Comité podrá, y se recomienda que lo haga, elaborar un lineamiento para definir con mayor claridad lo que en situaciones similares se considera un buen comportamiento sin lugar a duda.

10.6 Decisiones: En virtud de la naturaleza voluntaria y de buena fe del trabajo de los miembros del Comité, se debe considerar sus decisiones al respecto del tema tratado en este Artículo como inapelables.

**Annex 8: Proposal of an Alternative System to the Traditional
Civil Service for Mexico**

Servicio Civil de Carrera: Nuevos dilemas en viejas realidades

Documento presentado por Octavio Chávez, representante en México de la Asociación Internacional de Administradores de Ciudades y Condados –ICMA-, en el foro “Fortalecimiento de Gobiernos locales”, convocado por el Centro de Desarrollo Municipal. Guadalajara, Jalisco, marzo 27 de 2001.

Desde su fundación en 1914, la Asociación Internacional de Administradores de Ciudades y Condados, ICMA, por sus siglas en inglés, ha basado sus actividades en el fortalecimiento de la eficiencia y la eficacia de las acciones administrativas de los gobiernos locales. Esta labor ha permitido el reconocimiento del papel que juegan las personas que laboran en el sector público, y a quienes es necesario demarcar sus funciones y derechos.

Para los servidores públicos profesionales no existe la menor duda de que prestan sus servicios en una entidad monopólica. Es decir, el gobierno es un monopolio y como tal, es importante que cuente con los mecanismos para garantizar que los productos y servicios que ofrece sean de la mejor calidad posible. Lo anterior es indispensable para un gobierno en un sistema democrático, en virtud de que la fortaleza del gobierno está en función de la confianza de los ciudadanos.

Lo natural ante un monopolio es la desconfianza por la falta de opciones y lo propenso del ente monopólico a ser insensible. De ahí, entonces, se deriva lo crucial para cualquier gobierno democrático de buscar las formas de garantizar calidad en sus servicios y productos.

Una parte esencial de los mecanismos de control de calidad es la plantilla del personal. Esta debe estar constituida por personal profesional. Y se dice profesional desde la definición más elemental del término, que implica que es alguien a quien se le paga por sus servicios y lo hace mejor que un aficionado.

La profesionalización de la plantilla laboral de los gobiernos ha sido motivo de amplia discusión e instrumentación de diferentes modelos de aseguramiento de la calidad del personal. Existen múltiples modelos de lo que se ha dado por llamar Servicio Civil de Carrera. Se entiende este término, en su definición más amplia, como el mecanismo establecido para que el personal de una institución gubernamental no vea afectada su relación labor por situaciones coyunturales de la política y que su futuro en la institución dependa de sus méritos.

Algunos sistemas democráticos sufren de la perdida cíclica del personal y con ello gran perdida de la memoria institucional, situación que normalmente garantiza un alto nivel de ineficiencia y perdidas significativas por recursos mal utilizados. Ante esta situación, se ha propuesto el establecimiento de un Sistema de Carrera Civil como mecanismo para promover la continuidad, al favorecer que los empleados permanezcan en sus puestos, independientemente de los cambios en la dirección como consecuencia de la actividad política. Y tal parece ser el caso de México.

Las voces que defienden la creación del Servicio Civil no deberán olvidar que más allá de defender la continuidad (perpetuación) del empleo de los servidores públicos y las acciones de gobierno, el Servicio Civil de Carrera es un paradigma que propiciaría la profesionalización de los cuerpos gubernamentales.

Si bien es comprensible que los ciudadanos, principio y fin de la administración pública, no deben asumir el costo de los vaivenes en los períodos gubernamentales, también es cierto que el Servicio Civil debe asumirse como un instrumento que permita (pareciera paradójicamente) la flexibilidad y el cambio y, al mismo tiempo, la continuidad.

El sistema debe ver por la conservación de la memoria institucional y, al mismo tiempo, ofrecer derechos a los servidores públicos. Y estos deberán, ante todo, ser depositarios de la confianza de los funcionarios electos. Asimismo, los miembros del Servicio Civil deberán contar con el marco para desarrollar sus labores con cierto grado de libertad.

En el debate que invariablemente se presenta al analizar las diferentes vertientes mundiales sobre la instrumentación del Servicio Civil de Carrera, dos puntos que parecen repetirse son la necesidad de tener un sistema que garantice seguridad laboral a los funcionarios, pero al mismo tiempo sea, paradójicamente, flexible y otro que garantice a los nuevos funcionarios electos que la gente sea de “confianza”.

Desde mi perspectiva, esto ha sido un escollo que ha impedido el progreso, con mayor firmeza, de este tema en México. Todos ven las bondades del sistema, pero siempre que se inicie con “mi gente”. Dicho de otra forma, hay que instrumentar un sistema una vez que yo haya tenido la oportunidad de mover las piezas.

Con respecto a la flexibilidad se puede decir que un sistema rígido augura espacios para el estancamiento o ensancha los riesgos de la inmovilidad. Una Ley de Servicio Civil de Carrera que no asuma el contexto socio-cultural de México y sus diferencias regionales está destinada a crear cuadros de difícil acceso para los ciudadanos y para el mismo gobierno, en menoscabo de la administración pública.

Estamos (o parecemos estarlo) convencidos que el acceso a los cargos públicos debe sujetarse al mérito del postulante. Por lo que es imperante el diseño de patrones que establezcan claramente no quienes, sino cuáles son las características de una posición en el servicio público. Y, en función de estas características, que el personal en funciones pueda conservar su posición por méritos propios, o que sea reemplazado por quien cumpla con el perfil para la posición y demuestre tener los méritos para ello.

Con respecto a la confianza de los funcionarios electos, será imperioso que el sistema ofrezca las opciones para que las personas responsables ante la sociedad pueda contar con gente en quien confían y que al mismo tiempo cumplan con los perfiles asignados a los diferentes puestos. No se puede obligar por decreto a que funcionen las relaciones entre personas. Un Presidente Municipal que se vea obligado a trabajar con un responsable de finanzas de quien tiene desconfianza, probablemente será tan desastroso como tener responsable de finanzas a alguien sin el perfil adecuado.

Un posible esquema donde se atienda los aspectos de flexibilidad y confianza es aquel donde se definan los requerimientos del perfil de la persona para cada puesto. Teniendo la libertad los funcionarios electos del nombramiento de cualquier persona que reúna los méritos del perfil definido para el puesto. De esta forma, el Presidente Municipal podrá nombrar a un colaborador cercano como Tesorero o Director de Obra Públicas, si así lo cree conveniente, sólo que este colaborador deberá ser certificado para la posición. Pero también el mismo Presidente Municipal pudiera optar por ratificar el tesorero anterior, que ya cuenta con la certificación al puesto, o buscar a alguien que le genere confianza o que cuente con la necesaria certificación.

De esta manera, se puede evitar la instalación de sistemas de seguimiento al mérito en cada una de las entidades de gobierno (es decir de los municipios en este caso en particular), trasladándose la certificación a una o varias entidades encargadas del aseguramiento de la certificación. Dentro del esquema de la certificación se puede fácilmente incluir la diferenciación que atienda a la tipología de los municipios en una región, estado o país. Los quienes y cómo medir la certificación debe ser motivo de propuestas y análisis. Afortunadamente existen también modelos que pudieran servir de base para el desarrollo del modelo "Mexicano."

La certificación de los funcionarios y servidores públicos, aunque vilipendiada por muchos, puede ser el instrumento preponderante que establezca la continuidad en el cargo y garantice el profesionalismo de los funcionarios públicos. Al mismo tiempo, la certificación continuada, conjunta y consistente habrá de evaluar no solo méritos o desempeños, sino también medir la eficiencia de los procesos en la administración pública.

La instauración del Servicio Civil de Carrera implica recorrer una trayectoria de muchas posibilidades y de variados retos. El tema no es nuevo y la realidad no es única, determinada o singular. Habrá que aprender de las experiencias en otras latitudes. Por lo tanto y por lo pronto, habrá que construir un modelo insertado en la realidad que hoy nos toca vivir.

Annex 9: Quarterly Finance Report